



**Government of Bombay
Education Department**

**Integration of Secondary Education.
In
The Reorganised Bombay State**

**Report of
A study by the Integration Committee
For
Secondary Education
Appointed By
The Bombay State Government**



1958-59

**PRINTED IN INDIA BY THE MANAGER, GOVERNMENT CENTRAL PRESS, BOMBAY,
PUBLISHED BY THE DIRECTOR, GOVERNMENT PRINTING, PUBLICATIONS AND
STATIONERY, BOMBAY STATE, BOMBAY.**

Price—Rs. 2.68 or 4s. 9d.

CONTENTS

CHAPTER.	PAGE.
Foreword	i
I. Nature and scope of the enquiry ...	1
II. The Structural pattern of School Education ...	18
III. The place of English and Hindi in the school curriculum.	47
IV. Administrative Reorganisation ...	73
V. Pay scales of secondary teachers ...	96
VI. Grant-in-aid ...	134
VII. School fees ...	164
VIII. Private sector in the field of secondary education.	193
IX. Finance ...	204
X. Types of school managements, their nature, structure and organisation.	212
XI. Multi-purpose and Higher Secondary Schools.	229
XII. Training of teachers ...	242
XIII. Revision of the Grant-in-aid Code ...	253
XIV. Legislation ...	265
XV. Miscellaneous ...	280
XVI. Summary of recommendations ...	285

APPENDICES.

A. Government Resolution regarding formation of the Committee.	325
B. Questionnaire issued by the Committee ...	327
C. List showing the names of Educational Organisations, Societies and persons who replied to the Questionnaire.	362
D. List of the witnesses interviewed by the Committee.	378
E. List of meetings ...	405
F. List of the places visited by the Committee ...	407

APPENDICES.	PAGE.
G. Statement showing district-wise information regarding the number of high schools, Primary Training Institutions, S.T.C. Institutes etc. in the old Bombay State.	408
H. Statement showing district-wise information regarding the number of high schools, Primary Training Institutions, S.T.C. Institutes etc. in the Rajkot Division.	410
I. Statement showing district-wise information regarding the number of high schools, Primary Training Institutions, S.T.C. Institutes etc. in the Nagpur Division.	411
J. Statement showing district-wise information regarding the number of high schools, Primary Training Institutions, S.T.C. Institutes etc. in the Aurangabad Division.	412
K. Statement showing the scales of pay for teachers in non-Government Secondary Schools in the old Bombay State.	413
L. Statement showing details about the financial position of some of the secondary schools in the State.	417
M. Statement showing information about schools having a surplus or a deficit budget.	424
N. Form of Agreement for the transfer of Government buildings to private bodies.	426
O. Statement showing the total number of secondary schools in the Bombay State during 1956-57, classified regionwise and management-wise.	431
P. Statement showing number of training institutions in the Bombay State and number of teachers under training in them.	431
Q. A scheme for raising funds for erecting buildings for schools.	432
Note of dissent by 'Shri B. M. Deshmukh ...	434

FOREWORD

When we initiated this brief study of the problems of integration and development of secondary education in the reorganised Bombay State, under the directions of the State Government, we did not have a precise idea of the implications of the task which we had undertaken, although all along we were conscious of the great responsibility placed upon us by Government in entrusting this assignment to us. As the range, scope and extent of our investigations into the various questions under inquiry increased, we became gradually aware of the magnitude, complexity and variety of the problems. Not only were some of the questions highly complicated, but for a proper appreciation of their implications, a few of the problems required a scientific study in addition to factual investigation. We had neither the time nor the resources at our disposal for a study of this nature. Although, therefore, we have done our best in making this survey as comprehensive, searching and broad-based as possible, we are aware of its shortcomings, but we have the satisfaction of not having spared ourselves in dealing with the several questions under enquiry as fully as possible. Our free, frank and heart-to-heart talks with educationists and leaders of public opinion in the various regions have convinced us that the sooner measures are adopted to ensure educational integration and development on the lines recommended by us, the better will it be in the best interests of the State. We are also firmly of the opinion that steps should be taken as promptly as possible for releasing our Report, so that Government will have before them the reactions of the educational world to the various proposals made by us, and with this object in view, we recommend that urgent action be taken on our Report. We also feel that Government should devise a suitable machinery for implementing our proposals according to a time-schedule and should set up special units in the office of the Director of Education and the Educational Secretariat to watch the progress of implementation.

We have made proposals, in the course of our Report, to facilitate the compilation of a uniform Code for secondary schools for the whole State. We attach the greatest

importance to the need to bring out a uniform Code at the earliest possible date. We fear that, if the compilation of the Code is left to the normal channels, there is a possibility of delay in its publication. It is, therefore, desirable that the compilation of the new Code should be entrusted to a special agency such as a special officer and not left to the normal departmental procedure.

The recommendations made by us regarding the upgrading of pay-scales for secondary teachers are intended to apply to the teaching personnel in non-Government secondary schools only, as teachers in Government schools are not covered by our inquiry. We hold strongly that there should be parity between the pay and prospects of teachers in Government and non-Government schools, and we have made a suggestion of this nature in our Report. We feel, however, that the present position under which teachers in Government Schools are treated for purposes of pay and allowances on the same basis as other Government employees, irrespective of the salaries received by teachers in non-Government schools, is no longer tenable. We are of the opinion that the time has come when teachers in Government and non-Government schools should be considered together for the purposes of pay, allowances, etc., and that, as a consequential measure, the practice followed so far of regulating the pay and allowances of teachers in Government schools in relation to those of other Government employees should be discontinued. In other words, teachers in Government schools will have to be placed exactly on the same footing as those in non-Government schools in respect of pay, allowances and prospects. After all, the number of Government schools is comparatively small and the private sector will have to be entrusted, to an increasing extent, the bulk of Government schools even in the new areas in course of time. If this suggestion is accepted, it will be easier for Government to take up the question of revising the pay-scales of teachers in Government schools along with those in non-Government schools on the lines suggested by us, without having to wait for a similar revision of pay-scales of other Government employees. We hope that Government will have this aspect of the question examined and that if there is no serious objection, the suggestion made by us will be acceptable to Government.

*Appreciation of the assistance received from the
educational officers and others.*

The Committee had to collect a very considerable amount of factual and statistical material to facilitate the consideration of the various questions under inquiry. We had to seek the assistance of the Director of Education and the Deputy Directors of Education for this purpose and we are happy to place on record our warm and sincere appreciation of the help we received from time to time from Shri S. S. Bhandarkar and Kumari S. Panandikar, and the officers under them.

We had also to seek the help of the office of the Director of Education and to obtain information informally from that office on a number of questions, and we wish to place on record our grateful thanks to the members of that office for the help given to us from time to time.

We had to make a number of references to the Education Department of the Government of Bombay and we are glad to place on record our appreciation of the help promptly received by us from the members of the Department.

We had to write to the Regional Deputy Directors of Education and the Educational Inspectors for information on a variety of questions and also to seek their help in arranging our tour programmes and interviews. We received all possible help from these offices and we are grateful to them in the matter.

A number of educationists and representatives of educational associations, societies, etc., as well as teachers and others were good enough to respond to our invitation to appear before us to give us the benefit of their advice at great personal inconvenience. We are very grateful to them and to those also who replied to our lengthy Questionnaire.

We also place on record our appreciation of the help which we received from the heads of the Education Departments in the various States in the country whom we had to approach from time to time for detailed information on a number of questions, which they were good enough to supply to us promptly.

The Committee's skeleton secretariat had to work all along under great pressure, which increased a great deal during the closing phases of the Committee's work. For a temporary office such as ours it was possible to provide only make-shift arrangements in respect of accommodation, equipment, etc., so that the office had also to work under conditions which were by no means ideal, sacrificing even their Sundays and holidays. The members of the office staff, one and all, however, carried out their duties cheerfully and pulled their weight effectively, which facilitated, in no small measure, the Committee's work. We place on record our appreciation of their services and of the fine spirit which they showed all along.

We are happy to place, in the hands of the State Government, this Report of our Committee.

Bombay, February 28, 1959.

L. R. DESAI,
Chairman.

G. S. KHAIR,
Member.

HARBHAI TRIVEDI,
Member.

S. A. RAUF,
Member.

*B. M. DESHMUKH,
Member.

B. R. GANJWE,
Member.

Y. D. KHAN,
Member-Secretary.

* With a note of dissent in respect of the proposed pattern of State and Divisional Boards (*vide* Chapter XIV).

CHAPTER I

NATURE AND SCOPE OF THE ENQUIRY

Under the scheme of the Reorganisation of the States the Bombay State comprises the following component areas :—

- (i) The former Bombay State (excluding the Karnatak districts and the Abu Road Taluka) ;
- (ii) The whole of the former Saurashtra State ;
- (iii) The whole of the former Part 'C' State of Kutch ;
- (iv) The Vidarbha districts of the former Madhya Pradesh State ;
and
- (v) The Marathwada districts of the former Hyderabad State.

The new State has an area of 1,90,872 sq. miles, inhabited by 42·2 million persons in 54,281 villages and 625 towns. Among the Part "A", Part "B" and Part "C" States, which have been constituted from 1st November, 1956, under the Reorganisation Scheme, the Bombay State has the largest area and the second largest population. Although great strides have been made by parts of the new State in industrialisation and in trade and commerce, largely due to the enterprising spirit and business acumen of its businessmen and industrialists, the bulk of the population of the State is rural, accounting for as much as about 72 per cent. of the total population. As many as 11 out of 71 towns and cities in India, with a population of over a lakh, are in the Bombay State.

Magnitude and variety of the problems posed by the integration of the various areas

2. In view of the size of the State, its population and the varying levels of development reached in its component parts, the process of integration has thrown up problems of unusual complexity, magnitude and variety. In the larger interests of the nation, the importance of creating, in the bi-lingual Bombay State, a unifying process leading to an ideological and emotional integration cannot be too strongly stressed. The role played by an integrated and comprehensive educational system in bridging emotional and ideological gaps needs hardly to be underlined. An integrated system of education is also essential for the State, because the pattern of school education, the level of educational development, the pay scales for the secondary teachers, the scheme of school fees and fee concessions, the system of grant-in-aid and the administrative procedures and practices in general, differ from region to region. As an example, we may refer to the scheme of compulsory primary education, which, although it forms the very basis of educational progress, is under way in one or two regions only. Also secondary education has been

recognised since the eighties of the last century as the special responsibility of the private sector, but private enterprise has not been playing an adequate role in the field of secondary education in all regions. An integrated and comprehensive system to ensure an equality of educational opportunity and an equitable and uniform development in all regions, as far as may be practicable, is, therefore, of supreme importance.

Terms of reference

3. Our Committee was appointed by the Government of Bombay under Government Resolution, Education Department, No. LCR. 1057 of 16th January 1958, a copy of which is reproduced in Appendix 'A'. Government in appointing the Committee observed, "the rules governing the recognition of, and grant-in-aid to, non-Government secondary schools and the practices and conventions followed in this connection in the different areas of the new composite Bombay State are different. The position is that Vidarbha and Saurashtra have a regular Code of their own; Marathwada has prescribed rules for grant-in-aid to the educational institutions in its areas and Kutch has no Code as such, but follows generally the Bombay Government rules. The question of evolving a uniform code to govern all the non-Government secondary schools in the State is a complex one and has to be considered in all its aspects". Under the terms of reference, our Committee was asked mainly :—

(a) to survey the existing provisions of educational facilities in the different regions of the State at the secondary stage and to make proposals for bringing the different areas of the State to a common level of development,

(b) to survey the existing patterns of educational administration at the secondary stage and to make proposals for their integration,

(c) to examine the different educational codes and administrative practices at the secondary stage and to make proposals for the introduction of a uniform code and administrative procedure for the State as a whole,

(d) to examine the existing syllabuses for secondary schools in the different regions of the State and to suggest a programme for the adoption of a uniform syllabus for the State as a whole, and

(e) generally to make proposals for evolving a uniform but flexible system of secondary education, which will be in line with the general educational development in the country.

Appendix 'A' gives particulars of the personnel of the Committee. The Secretary Shri Y. D. Khan took over charge of his duties on February 18, 1958, and the clerical staff in the Secretary's Office consisting of four men, was appointed as and when necessary.

4. We held our first meeting on February 21, 1958, when we settled the general lines of our work. To enable the Committee to have an idea of the problems which needed to be inquired into, the Secretary was asked to visit the new regions on a preliminary fact finding mission. Accordingly the Secretary started his tours in the first week of March, beginning with Marathwada and completing his visits to Vidarbha, Saurashtra and Kutch by April 10, 1958. He submitted a detailed and factual report on each of the four regions, with a broad assessment of the educational trends and of the topical problems awaiting solution. Steps were also taken in the meantime to obtain from each region, the necessary detailed statistical and factual data. The Committee was thus placed in possession of the requisite background information to be able to draft its Questionnaire, which was finalised and issued at the end of May, 1958. A copy of the Questionnaire is reproduced in Appendix 'B'.

Number of persons and organizations to whom copies of the Questionnaire were issued and of those from whom replies were received

5. Copies of the Questionnaire were sent to 126 educational organisations including Federations of Headmasters and Teachers Associations, district and regional associations, societies, educationists and teachers. Replies were expected to be received by July 22, 1958. A list of the organisations and persons from whom replies to the Questionnaire were received is embodied in Appendix 'C'. It will be seen that the number of such persons and organizations totalled 322.

Visits of the Committee to the various regions and interviewing witnesses

6. The replies received were analysed and studied by the Committee during the latter half of July and the month of August, 1958, at the end of which the Committee proceeded to interview witnesses and to record oral evidence in the various regions. In the course of its tours, the Committee not only met and discussed freely and frankly the various problems pertaining to each region with prominent educationists and representatives of educational organizations and recorded their oral evidence, but also visited a number of educational institutions to have a first-hand idea of the local conditions. The Committee also met and addressed gatherings of prominent local men in some of the places it visited and heard what they had to say. We thus had an opportunity of a close study of the local problems and of assessing local trends. A list of the witnesses numbering 548 whom the Committee interviewed is contained in Appendix 'D'. The witnesses interviewed represented a wide variety of interests and included educationists, teachers, educational and revenue officers, local leaders and representatives of the Legislatures, so that the Committee had before it a broad spectrum of

educational and public opinion on the problems pertaining to each region. We concluded our programme of visits to the various regions by the end of October, 1958. Appendices 'E' and 'F' to this Report give respectively information about the number of meetings held and the number of places visited by the Committee.

Study of the oral and documentary evidence and joint meetings with the Integration Committee for Primary Education

7. We collected a mass of documentary and oral evidence and a good deal of statistical and factual information, and in the month of November we settled down to studying the material collected. We also held a joint meeting with the Integration Committee for Primary Education at an early stage of our inquiry and another early in November, 1958, to consider and decide questions of common interest to both the Committees. Thereafter, throughout November and the first fortnight of December, we considered the question of finalising, in the light of the evidence before us, our reactions to the various issues with which our inquiry was concerned. We took decisions on the major issues by about the middle of December, 1958. Thereafter, we took up the drafting of the Report, and submitted to Government an Interim Report on the following urgent problems in January, 1959 :—

1. The Structural Pattern of School Education ;
2. The Place of English and Hindi in the School Curriculum ;
3. Administrative Reorganization ;
4. Pay Scales for Secondary Teachers ; and
5. Grant-in-aid.

Our interim recommendations on another urgent question, namely, School Fees and Fee Concessions, were submitted to Government early in February, 1959.

The drafting of the final Report was completed by about the third week of February, 1959, and the Report was finally approved and signed by the Committee on February 28, 1959.

Varying levels of educational development reached in the main regions

8. The level of educational development reached in the main regions of the State present a wide variation, and in the course of our Report we have dealt at length with such regional disparities, but we would like to refer here briefly to some of the main features and broad aspects of educational development to enable attention to be focussed on the basic regional problems.

I. Marathwada

9. Taking the case of Marathwada first, from our on-the-spot enquiries and discussions with the local leaders and representatives of educational organizations, etc., we could see traces of a hang-over of the past associated with the traditions of the Nizam's regime, which, among other things, had seriously affected private effort in the educational field.

The five Marathwada districts formed part of the former Hyderabad State. Before the establishment of the Osmania University in 1918, high schools in the State were affiliated to the High School Leaving Certificate Board of Hyderabad and education in these schools was imparted through the medium of English from Standard V. The duration of the course at the secondary stage was six years, terminating in Standard X, which was, however, called Form VI. After passing the High School Leaving Certificate Examination at the end of Form VI, students were eligible to be admitted to the Nizam's College of Hyderabad, which was affiliated to the Madras University. After the establishment of the Osmania University, there grew gradually a parallel system of schools imparting instruction up to the Osmania Matriculation Examination through the Urdu medium as a rule. In the Marathwada districts, most of the schools, we understand, had switched over to the Urdu medium leading to the Osmania Matriculation. Not only was there no encouragement to the private sector in the field of secondary education, but our talks with the local leaders showed that the Nizam's Government had systematically discouraged private effort. The staff in such private schools as existed had hardly any security of tenure and the trained element was meagre. In 1943 the Board of Secondary Education, Hyderabad, was established when the High School Leaving Certificate and Osmania Matriculation Examinations were amalgamated, and a common examination known as the Higher Secondary Certificate Examination was started. After the Police Action in 1948, permission to teach through Marathi, Telugu, Kannad, etc., at the secondary stage was freely granted and the demand for secondary education increased appreciably. More High and Middle Schools were needed, but owing to the inadequacy of funds, Government could not upgrade the existing Government primary and middle schools, and as a rule, Government accorded sanction to the addition of middle or high school standards to Government primary and middle schools respectively, on condition that the local people guaranteed the provision of the necessary rent-free accommodation and provided funds for educational equipment and appliances up to Rs.2,000 per standard and also promised the minimum enrolment of 30 pupils per standard. Subject to these conditions Government provided for all the recurring expenditure on the additional standards including that on the teaching staff. Schools of this type are known as "Primary-cum-Middle Schools" and "Middle-cum-High Schools".

Another peculiar feature of secondary schools in Marathwada is that in some places middle school standards (Standards V, VI and VII) have been attached to Government primary schools on an aided basis and similarly high school standards have been added to Government middle schools also on an aided basis. This was an expedient to meet the growing demand for education with the minimum of expenditure for the State Exchequer. Government permitted Local School Committees to attach middle school or high school standards, as the case may be, to Government schools on condition that—

(1) the School Committee made available suitable rent-free accommodation,

(2) provision was made for the requisite furniture, equipment and appliances, and

(3) qualified teachers were appointed on the scales laid down by Government.

The classes conducted by Local School Committees on the above basis, were paid grants at the usual rates and the Committees were permitted to charge fees not exceeding Rs. 2-8-0 for middle school standards and Rs. 3-8-0 for high school standards.

One of the problems facing secondary education in Marathwada is the future of the primary-cum-middle schools and middle-cum-high schools referred to above and of the aided classes attached to Government primary or middle schools. The policy of the Hyderabad Government was, we understand, not to take over and conduct such classes as Government institutions.

As already remarked, with the establishment of the Osmania University in 1918, a parallel system of secondary schools grew up with the Urdu medium and the parallel Urdu classes maintained in some of the secondary schools in Marathwada are a hang-over of this system. The question of the future policy to be adopted in respect of these classes will have also to be considered.

The total number of secondary schools in Marathwada during 1956-57 was 135 and the average area served by a secondary school in Marathwada came to 190.3 square miles against 85.7 square miles in the Marathi districts in the old Bombay State. The average estimated population served by a secondary school in Marathwada was 40,492 against 27,249 in the Marathi districts in the territory of the old Bombay State. Both Vidarbha and Saurashtra have a better account to render in this respect. In Vidarbha, the average area served by a secondary school was 97.5 square miles and the average estimated population served by a secondary school was 20,952 and the similar figures for Saurashtra were 136.6 square miles

and 28,312 persons respectively. Of the 135 secondary schools in Marathwada, none was conducted by a District Local Board or a Municipality. Seventy-two of the schools were conducted by Government and 63 by private managements. The *per capita* cost in Government schools in Marathwada was Rs. 85 against Rs. 116 in Vidarona, Rs. 61 in Saurashtra and Rs. 140 in the area of the old Bombay State. The *per capita* cost in aided secondary schools in Marathwada was Rs. 67 against Rs. 77 in Vidarbha, Rs. 96 in Saurashtra and Rs. 119 in the area of the old Bombay State.

The total number of teachers in secondary schools in Marathwada during 1956-57 was 2,352, of whom 320 were women. Of these, the number of graduate teachers was 673, 604 being men and 69 women. The number of trained graduates (i.e., those holding the B.Ed. or B.T. degree) was 314, 275 being men and 39 women. The percentage of trained teachers in Marathwada was 14 against 40 in the Marathi districts of the old Bombay State, 18 in Vidarbha and 14 in Saurashtra.

The percentage of literacy in Marathwada is 9.3 against 21.64 for the whole Bombay State and 16.61 for the whole of India.

The scheme of school classes at the primary and secondary levels in Marathwada comprises—

- (i) the primary stage—the Infants Class and Standards I—IV—five years ;
- (ii) the middle stage—Standards V, VI and VII—three years
- (iii) the high school stage—Standards VIII, IX and X—three years ; and
- (iv) the higher secondary stage—Standards VIII, IX, X and XI*—four years.

It will be seen that, barring a few schools where the multi-purpose course has been introduced, the ordinary or traditional type of secondary schools has a course of six years—the middle stage extending over three years and the high school stage of an equal duration.

The primary course is of 5 years comprising the Infants Class and Standards I—IV.

So far as the educational pattern is concerned, the following are some of the main issues, the solution of which will facilitate the introduction of an integrated and comprehensive system of school education :—

- (a) The future of the Infants Class,
- (b) The duration of the primary school course,

* In the case of those schools only in which the multi-purpose course has been introduced.

- (c) The desirability of retaining the middle stage,
- (d) The length of the secondary school course—
 - (i) at the high school stage,
 - (ii) at the higher secondary stage,
- (e) Increasing the number of trained teachers in the teaching staff.

Another significant feature of secondary education in Marathwada is the obligatory provision for the teaching of English from Standard V at the middle and high school stages. Hindi is a compulsory subject from Standard III to Standard X.

The future of English at the middle stage and the position of Hindi in school education are also some of the important issues to be decided so far as Marathwada is concerned.

II. Saurashtra

10. In Chapter II of our Report on the 'Structural pattern of School Education', we have briefly reviewed, on the basis of such information as we could lay our hands on, the historical background leading to the present position of school education in Saurashtra. Prior to 1947, Saurashtra, which was then known as Kathiawar, consisted of more than 200 Indian States characterised by three broad administrative patterns. The Western India States agency controlled the Indian States in Classes III—VII in addition to the areas directly administered by the Agent to the Governor General. The I and II class States, some of whom had a progressive outlook, constituted the second category, while the petty States formed the third category.

Due to the lack of a central co-ordinating agency in Kathiawar, each State had evolved its own administrative pattern. In some States such as Jamnagar, Gondal and Morvi, education was absolutely free and it continues to be so even now. In other old States like Limbdi and Lakhtar, pupils from such States were exempted from any tuition fees in the schools maintained by those States, while pupils from other areas reading in the schools were charged fees according to the rates of fees which were in vogue in the covenanting States, and this practice still continues. One of the ticklish questions to be decided in Saurashtra is the question of fees and fee concessions.

The total number of secondary schools in Saurashtra during 1956-57 was 157, of which 97 were Government schools. No secondary school is conducted by a District School Board or a Municipality. The total number of teachers in secondary schools was 2,753 of whom 377 were women. Trained teachers numbered 975, of whom

145 were women. The number of graduate teachers was 984, including 125 women, and that of trained graduates (B.A., B.T.) was 155, of whom 19 were women.

Primary schools in Saurashtra have a seven years' course extending over Stds. I—VII, but basic schools have an eight years' course. English is taught as an optional subject from Std. VII. The high school stage extends over four years and includes Stds. VIII—XI. The teaching of English is optional throughout the high school stage. At the end of the high school course the S. S. C. Examination is held by the Bombay Secondary School Certificate Examination Board. The teaching of Hindi is compulsory from Std. V to Std. XI in all secondary schools.

Apart from fees and fee concessions, the most important questions to be decided, so far as Saurashtra is concerned, are broadly the same as those in Marathwada, which we have summed up above.

III. Kutch

11. Kutch was a Part 'C' State without the Legislature under a Chief Commissioner prior to 1947. As a rule, educational development in Kutch followed broadly the Bombay pattern. A lower primary school in Kutch has five classes—the Infants Class and Classes I—IV. A full-fledged primary school with an Infants Class and Classes I—VII is known as a composite school. Schools providing for Classes V—VII are known as middle schools, while schools teaching up to Class XI are treated as full-fledged high schools, Stds. VIII—XI constituting the high school stage.

A pupil thus takes eight years in Kutch to complete the primary course and twelve years to complete the total school course. English is compulsorily taught from Classes VII—XI, except that girls' school do not teach English in Class VII.

In Kutch no fees except term fees are charged in Government secondary schools. The rates of fees vary from school to school in non-Government schools and are comparatively low. As in some of the other new regions, the problem of fees and fee concessions is extremely complicated. The future of the Infants Class presents also a problem as in Marathwada. The other questions to be decided in Kutch are similar to those in Saurashtra.

The total number of secondary schools in Kutch during 1956-57 was 27, 25 being boys' schools and 2 girls' schools. The average area served by a secondary school in Kutch was 619.4 sq. miles and the average estimated population served by a secondary school came to 22,204. The enrolment of girls was about a quarter of the total enrolment in secondary schools, the figures being 2,101 girls and 8,136 total enrolment respectively. The number of private secondary

schools in Kutch was 14 and the *per capita* cost came to Rs. 80. The total number of teachers in secondary schools was 224, 57 being women. The number of trained teachers was 87, of whom 9 were women. The number of graduate teachers was 72, 12 being women. The number of trained graduates (B.A., B.T.) was 12 all men.

IV. Vidarbha

12. We have briefly traced in Chapter II the development of secondary education in Vidarbha on the basis of such information, as we could obtain. Vidarbha was formerly a part of the Central Provinces and Berar and a Board of Secondary Education was set up in this Province in 1922 with the Director of Public Instruction as its *ex-officio* Chairman. After the constitution of the Madhya Pradesh State, the Madhya Pradesh Secondary Education Act was passed in 1951, which made certain changes in the constitution and composition of the Board of Secondary Education. As pointed out above, the Vidarbha district formed part of the former Madhya Pradesh State and the Board of Secondary Education in Vidarbha continues to function under the provisions of a new Act passed in 1956.

The primary school course in Vidarbha is of four years (Stds I—IV) and the secondary course covers a period of seven years (Stds. V—XI). There are three types of middle schools—

- (1) the Senior Basic Schools,
- (2) the Indian Middle Schools, and
- (3) the Indian English Middle Schools.

English is not included as a subject in the course of studies of Indian Middle Schools and the Senior Basic Schools, while English is a compulsory subject in the Indian English Middle Schools, which teach up to Std. VIII. The teaching of English is, however, permitted in Indian Middle Schools and Senior Basic Schools, provided the pay of the teachers for teaching English is met from public contributions. Std. VIII has also been opened in some of the Indian Middle Schools and Senior Basic Schools.

The Vidarbha Board of Secondary Education, which is a statutory body, decided to discontinue from July, 1958, Std. XI in all high schools, except the multi-purpose schools and the higher secondary schools so that high schools of the academic or unilinal type teach only up to Std. X with a two-year course covering Stds. IX and X. The multi-purpose schools and higher secondary schools have a three-year course covering Stds. IX, X and XI.

The school pattern in Vidarbha, therefore, provides for—

- (a) a four-year course covering Stds. V, VI, VII and VIII in Indian English Middle Schools ;

(b) a two year-course covering Stds. IX and X in ordinary high schools of the traditional type; and

(c) a three-year course covering Stds. IX, X and XI in multi-purpose and higher secondary schools.

English is compulsorily taught in Stds. V—XI but it is optional in Indian Middle Schools and in Senior Basic Schools. Hindi is also a compulsory subject from Stds. V—XI in secondary schools teaching through media other than Hindi.

The total number of secondary schools in Vidarbha during 1956-57 was 378, 329 being boys' schools and 49 girls' schools. The average area served by a secondary school came to 97.5 sq. miles, the average estimated population served by such a school being 20,952. The per capita cost in Government schools in Vidarbha was Rs. 116 and that in private schools, which numbered 284 out of 378, was Rs. 77. The total number of teachers in secondary schools was 6,311, that of trained teachers being 2288 with 525 women. The number of graduate teachers was 2,457 of whom 362 were women. Trained graduates (B.A., B.T.) numbered 948 with 185 women.

As in other areas the problems awaiting solution in Vidarbha relate to the length of the school course at the primary and secondary stages, the question of retaining the middle stage and the position of English and Hindi in school education. As the course in Indian English Middle Schools extends over four years covering Stds. V—VIII, the question of upgrading and including Std. VIII in the high school and the higher secondary school stage, as the case may be, has been raised by the Vidarbha Board of Secondary Education, with a view to reducing the middle stage to one of three years and extending the duration of the high school stage from two to three years and of the higher secondary stage from three to four years.

From the point of view of an integrated system the pattern of fees and fee concessions in Vidarbha poses a major question involving serious implications with which we have dealt fully in Chapter VII on School Fees. There is a variety of fee concessions but we would like to refer here only to the provision for free education for the age range 6—14 which, in our opinion, marks a significant and important step in the educational development of that area. Whether and if so, to what extent this and the other concessions in Vidarbha should be extended to the rest of the State, is a question, the solution of which will require great care.

V. Territory of the old Bombay State

13. We have reviewed at some length the development from time to time of school education in the territory of the old Bombay State at appropriate places in the course of this Report.

The total number of secondary schools in the territory of the old Bombay State during 1956-57 was 1,513, of which the number of girls' schools was 174. The average area served by a secondary school in Greater Bombay was 0.3 sq. miles and in the Gujarati and Marathi districts it came to 62.1 and 85.1 respectively. The average estimated population served by a secondary school in Greater Bombay was 10,882 and in the Gujarati and Marathi districts it was 23,335 and 27,249 respectively. The number of Government secondary schools was 31 and the *per capita* cost was Rs. 140. The *per capita* cost in private schools was Rs. 119. The total number of teachers in secondary schools was 21,402 of whom 4,794 were women. The number of trained teachers was 15,088 of whom 3,623 were women. The number of trained graduates was 5,721, 1,391 being women.

The course of general education in the territory of the old Bombay State covers 11 years, the first 4 years (Stds. I—IV) being treated as primary and the last 4 years (Stds. VIII—XI) as secondary. Stds. V-VII play a dual role. When they are attached to a primary school, they are treated as upper primary standards and constitute a part of the primary course. When they are attached to a secondary school they are treated as lower secondary standards and form part of the secondary course.

English is taught compulsorily from Std. VIII. Hindi is also taught as a compulsory subject from Std. V to XI.

The questions to be decided in this region are, therefore, generally the same as those in Saurashtra.

Variety in the system of grant-in-aid and pay scales

14. Apart from variations in rates of fees and fee concessions, the basis of grant-in-aid for non-Government secondary schools is broadly the same in the territory of the old Bombay State as in Saurashtra and Kutch, but the rates of grant are higher in Saurashtra. In Vidarbha and Marathwada the bases of grant-in-aid are different. In the former region maintenance grants are payable at certain percentages of the annual net deficit in the accounts of a school and in the latter, schools are eligible for grant-in-aid on the basis of two-thirds of the salaries of the staff. In Vidarbha trained graduates start on Rs. 110 in the scale of Rs. 100—100—5—150—150—E.B.—5—200. In Marathwada trained graduates are eligible for the scale of Rs. 154—6—190—8½—275, but the number of posts in this grade being limited, trained graduates are required to be appointed in posts on lower grades. In Saurashtra a trained graduate starts on Rs. 85 in the scale of Rs. 65—3—80—5—125—7—160 E.B.—8—200. In the territory of the old Bombay State, trained graduates are eligible for the scale of Rs. 80—200.

Variety in administrative pattern

15. With the introduction recently of the administrative regionalisation scheme, the administrative machinery at the divisional level is common in all the regions, and a regional Deputy Director of Education has been placed in charge of each of the six regions or divisions corresponding to revenue divisions, into which the State has been divided for purposes of educational administration. But there is no uniformity in the administrative pattern at the district level. In the territory of the old Bombay State, there is a Class I Educational Inspector, as a rule, in charge of each district, but in other regions the district officer is in the Class II service.

Principles of integration

16. It will be seen from the foregoing brief review that educational development has reached levels which vary from region to region. While the system of school education in the territory of the old Bombay State and in Saurashtra conforms generally to a broad pattern, there are structural variations in the systems in Vidarbha and Marathwada. The administrative patterns also differ. In a composite State of the size of the Bombay State, in which regional variations are not confined merely to form and shape, but have their roots in traditions, conventions and procedures handed down from the past, any process of unification or integration will have to be based on the principle of flexibility and provision will have to be made for an adequately long transitional period. We have kept in view the principle of flexibility wherever necessary in formulating our proposals and have also allowed for a transitional period for the necessary adjustments.

Notional and ideological differences

17. Our factual investigations and the free, frank and heart-to-heart talks, which we had in every region with leaders of public opinion and educationists, have convinced us that no scheme of integration can be successfully implemented which does not make reasonable allowance for the variety in the ideological and notional approach towards certain educational problems in some of the regions. As an example, we may refer to the Lokshala Scheme in Saurashtra, to which great importance is attached in that region on ideological and educational grounds. As is well-known, in the territory of the old Bombay State the Lokshala experiment was conducted for some years, but with the reduction in the importance of English in the school curriculum and with the regional languages gradually coming into their own, it was no longer considered essential to continue the Lokshala Scheme. Even so, it has certain aspects which are educationally sound, and in view of the ideological significance attached to it in Saurashtra, we have recommended the continuance of the Scheme. Wherever any such approach was necessary in dealing with certain questions, we have adopted it.

Retention of features in each region which are sound

18. We could notice in some quarters a feeling of nervousness on the ground that the process of unification will involve the extension of the Bombay practices, procedures and conventions in all spheres in supersession of those prevalent in the new regions, however useful and effective the latter might be. It was argued by some that the Bombay State having made great strides in educational and administrative fields, the tendency naturally would be to apply the Bombay rules to the new regions. This feeling of uneasiness was noticeable, to a larger extent, in Vidarbha. The eight districts of Vidarbha formed part of the former Madhya Pradesh State, and this region has inherited traditions and conventions from the previous regimes in that State. Among other things, there appears to have been a gradual proliferation of educational concessions, which the Vidarbha districts have brought with them on their integration with the Bombay State. The feeling of uneasiness, therefore, in this region in view of the possibility of educational concessions in Vidarbha being brought within the Bombay framework was understandable. Some of the educational concessions in Vidarbha are based on unexceptionable principles. For example, the provision for free education for children in the age range 6-14 is one which deserves to be extended to the rest of the State. Similarly the grant of fee concessions to brothers and sisters reading in the same school is a measure worthy of universal application. The principle followed by us in framing our proposals was to retain such of the features in every region as appeared to us to be educationally sound and administratively expedient. We have unhesitatingly recommended for general adoption such administrative practices and features of school education in any region on which there was the greatest measure of common agreement. There was no regional inhibition in the formulation of our proposals, and if we have recommended Bombay procedures and practices in some cases, we have done so, because we were convinced that they were the most suitable and had the greatest measure of support behind them. At no stage in our deliberations was there any desire to impose any particular system on any region. Every proposal was subjected to a critical, analytical and objective assessment.

Importance attached to the position of English in school education

19. The Marathwada and Vidarbha regions do not appear to have made any changes in the position of English in school education, the teaching of which begins at the middle stage and continues right up to the end of the high school stage. Strong representations were made to us by leaders in these regions for the maintenance of the *status quo* so far as English was concerned and against bringing these regions into line with the area of the old Bombay State in this respect. Fears were expressed by representatives of important educational

organisations and by eminent educationists in these regions that Bombay, having taken the lead in the country in the abolition of English from the middle stage, would naturally be inclined to introduce a similar change in the new regions, that incalculable harm had been done to children under instruction in the Bombay State over the past decade by the policy about English followed in the State, and that the extension of any such policy to the new regions would spark off a serious agitation. Even in the areas of the old Bombay State and Saurashtra and Kutch there was a strong body of opinion in favour of English being restored to its pre-1948 position. The place of English in school education had thus posed a question which was very ticklish and highly complicated, and although we gave a careful consideration to the representations made to us in every region we examined the question objectively and dispassionately on its merits. What weighed with us was not the policy about English followed in any particular region, but what was in the best educational interest of the State as a whole. We adopted a similar approach in dealing with the place of Hindi in school education and other such questions.

Educational development in all regions

20. We have been asked to make proposals for bringing the different areas of the State to a common level of development. We have given earlier in this Chapter and elsewhere in this Report educational statistics which indicate the levels of educational development reached in the main regions of the State. As we have already remarked, Kutch and Marathwada have to make up considerable educational leeway. Compulsory primary education has not made progress in some of the new regions to the extent as in the territory of the old Bombay State. Educational provision at the secondary stage is far from adequate in most of the new regions. Private enterprise needs to be encouraged in these regions. To provide for an equality of educational opportunity and to encourage educational development in all regions, we have suggested in the course of our Report measures and steps which, we believe, will assist in the acceleration of educational progress in areas where educational provision is deficient. In the new regions there is much scope for the development of girls' and women's education and our proposals cover this aspect of educational development also. But this question has been exhaustively considered by a special Committee which had been appointed by the Government of India, and which has only recently submitted its report. We would urge that the recommendations of this Committee, so far as they are applicable to the Bombay State, be carefully examined and implemented as far as practicable.

Comparative study of systems in other States and conformity to the All-India pattern

21. We have not only carefully examined the educational systems in the main regions of the State, but we also obtained information from the other States in the country to have an idea of the educational structures in these States. Although the educational systems in the various States appear to have developed against backgrounds and under conditions, which vary from State to State, they do not seem to present major variations from the All-India pattern. The length of the school course at the primary and secondary stages, its structure, pattern and content, the need for a diversification and upgrading of the courses in relation to the three-year integrated degree course etc., are some of the questions which have been the subject of inquiry in recent years by the Government of India in the Ministry of Education, and this has led to the evolution of an All-India pattern. We have carefully examined this pattern with special reference to the conditions of this State, and the proposals made by us are generally within the framework of the All-India pattern, subject to such adjustments as were necessary to suit local conditions.

Decentralization of administration and devolution of powers

22. In the various schemes, which we have recommended in the course of this Report, we have aimed at decentralization of administration and devolution of powers as far as practicable. We are convinced that in a democratic form of Government, the administrative machinery must be geared so as to be capable of functioning efficiently in a social set-up, which has undergone radical changes since Independence. It is no longer possible to govern by a system of remote control, as was the case under the British administration when for a long time practically all the major and important powers were centralised in the India Office in London. Administration in the educational field should, in our opinion, be a co-operative endeavour, in which the State Government, Local Bodies and the public should participate, and there should be a proper revolution of powers with scope for local initiative. The executive staff should also be placed in a position where it should be enabled, under proper safeguards, to take prompt decisions on local matters without having to refer questions cropping up in day-to-day administration to the higher authorities. It has, therefore, been our aim to suggest decentralisation at every stage and level, as we believe that the delegation of powers and the association of local effort with the formulation and execution of educational programmes will tone up educational administration.

Financial implications of our proposals and reform of Secondary Education.

23. It may appear from our recommendations that a good deal of them are likely to involve expenditure on a larger scale. We believe that this was implicit in the problems that were referred to us for inquiry. The different parts of the State had different practices and policies, and the Committee was faced with the problem of their integration and unification. It was but natural for us to recommend the retention of the best and most progressive practices in the different regions and their extension to the rest of the State. Increased expenditure was thus inevitable. We believe that integration should bring about a stepping up of educational standards and the retention and extension of liberal policies followed in the various regions. The problems of integration have, therefore, to a large extent, become problems of educational reform. We have not only recommended the extension to the other areas of the policies and practices of a progressive nature already under way in some of the areas, but have also suggested measures and steps, which, in our opinion, are calculated to lead to an improvement of secondary education. Those leaving secondary schools will be required, to an increasing extent, for work in connection with the all-sided development of the State and the Nation, and it is necessary that they should be of a superior calibre. Any deterioration in their quality will adversely affect our industrial and economic development. The provision of the necessary funds, therefore, for the expansion and improvement of education is an essential pre-requisite for the future planned development of the Nation.

CHAPTER II

THE STRUCTURAL PATTERN OF SCHOOL EDUCATION

The scheme of School classes at the Primary and Secondary stages constitutes the basic framework for a sound system of education in any country. Before considering the question of a common educational pattern for the new Bombay State, it would be desirable to present a thumb-nail picture of the existing structural organization at the Primary and Secondary stages against the relevant historical background in each of the main regions of the new State.

Scheme of School Classes in the various Regions

I. Old Bombay State Area.

2. The primary school course in the old Bombay State originally comprised the Infants class and Stds. I-VI. The Infants class was introduced in 1887-88 and Std. VII was added as an integral part of the primary school course in 1901-02, so that the duration of the primary course was raised to eight years. The position continued to be the same till 1947, when on the emergence of Independence, there was a change in the educational ideology, and on the recommendation of the Provincial Board of Primary Education, Government decided that the duration of the Elementary or Lower Primary course should be reduced from five-years to four-years by abolishing the Infants class, and this necessitated a revision and recasting of the old five-years course into one of four-years. The new syllabus was introduced in Std. I in the year 1947-48 and was extended to the higher standards progressively thereafter.

3. The present position, therefore, in the old Bombay State area is that the primary school course extends over a period of seven years and comprises two stages viz., (i) the lower primary stage, which includes Stds. I-IV, and (ii) the upper primary stage, which includes Stds. V-VII. At the end of the primary course the Department holds a public examination known as the Primary School Certificate Examination.

4. As regards Secondary Education, originally the broad dividing line between Primary and Secondary Schools was the place at which English was introduced in school education. Since 1870-71 Secondary Schools, a distinguishing feature of which was the provision for the teaching of English, have seven Standards—Stds. I-III, which constituted the Middle School Standards and Stds. IV-VII, which were treated as the High School Standards. This scheme of School Classes continued in the old Bombay State right upto the year 1946-47. There were schools with all the seven Standards (I-VII); other schools called Middle Schools had three Standards (I-III) and there were also a few other schools mainly in the rural areas which had

either four or five Standards viz., I-IV or I-V. A few schools had only the four upper Standards i.e., Std. IV-VII. These were called High Schools in the proper sense of the term.

5. Standards V-VII of Primary Schools coincided with Stds. I-III of the Middle School or the Lower Secondary School. Thus after four years of the Primary course, a stage was reached which was common to both Primary and Secondary Schools, but the courses of instruction for this stage in the two different categories of schools were not identical. In the Primary School, this stage catered essentially for those who intended to leave their studies altogether at the end of the course. English was not taught at this stage. Some of them, after passing the P. S. C. Examination taken at the end of the Primary course, joined service either as Primary Teachers or as talaties, vaccinators, etc. The corresponding stage in Secondary Schools (Standards I-III), where English was taught, prepared pupils primarily for the High Schools, and such pupils, after passing the Matriculation Examination, proceeded as a rule to higher education. Their syllabus in Standards I-III was, therefore, different from that prescribed for Standards V-VII (Primary), but the main difference consisted in the provision for the teaching of English in Secondary Schools, which had no place in Primary Schools, other subjects remaining more or less the same.

6. After the attainment of Independence in 1947, a scheme of Educational Reconstruction was undertaken and the teaching of English was removed progressively from the first three standards of Secondary Schools and was restricted to the four higher standards. The removal of English from the lower Standards made it possible to eliminate the major difference between the Upper Primary Standards and the Lower Secondary Standards, and accordingly a common syllabus was adopted for this stage of school education. It was also decided to number the Primary and Secondary Standards consecutively as standards I to XI.

7. Thus the course of general education in the old Bombay State extends over 11 years. The first four years of the course (Stds. I-IV) are treated as Primary and the last four years viz., (Stds. VIII-XI) as Secondary. Standards V-VII play a dual role. When they are attached to a Primary School, they are designated as "Upper Primary" and are deemed as a part of Primary Education. When they are attached to a Secondary School, they are designated as "Lower Secondary" and are treated as a part of Secondary Education for purposes of control, administration and grant-in-aid.

8. At the end of the Secondary School course the S. S. C. Examination is held by the Secondary School Certificate Examination Board, which is a statutory body. The syllabus for the examination provides for a wide range of subjects which can be offered by candidates according to their aptitudes and interests.

II. *Saurashtra.*

9. Saurashtra, which has an area of 21,451 sq. miles, with a total population of 41.37 lakhs, was till 1948 the old Kathiawar, which consisted of more than 200 Indian or Native States. There were three broad administrative patterns in this region prior to its formation as a State of the Indian Union. The Western India States Agency exercised control over the Indian States in Classes III-VII and the areas directly administered by the Agent to the Governor General. A few progressive Ist and IInd Class States formed the IInd category, while the petty States of Kathiawar constituted the IIIrd category. The administration of Secondary Schools under the Western India States Agency was conducted on lines generally similar to those in British India. A few of the Ist and IInd Class States in Kathiawar were fairly progressive in their educational outlook and made liberal provision for Secondary Education. In particular, imposing school buildings, which were put up by some of these States, constitute a distinguishing feature of their progressive educational policy. The first High School in Kathiawar was started in Rajkot, then known as "The Kathiawar High School" and subsequently named as "The Alfred High School, Rajkot", where Mahatma Gandhi received his early education. Sporadic attempts were made in some of the State to start Secondary Schools and the Western India States Agency maintained about a dozen High Schools, but, by and large, Secondary Education in Kathiawar was a State enterprise and only about 5 per cent. of the children out of those ripe for Secondary Education, were in Secondary Schools at the turn of the Century (in 1900) and the number rose to about 20 per cent. in 1947 when Independence was achieved. But the position of girls in respect of Secondary Education was very backward. There were only two Government Girls' High Schools in Kathiawar with an enrolment of 976 girls in 1947, while the number of Government Boys' High School was 26, with an enrolment of 14,448. There were 51 Government Middle Schools for Boys with an enrolment of 8,991 and 8 Middle Schools for Girls with an enrolment of 4,379. As regards private Secondary Schools, there were 12 Boys' and 3 Girls' aided Secondary Schools with 6,229 boys and 2,152 girls respectively. There were also 7 non-Government Middle Schools for Boys and 3 for Girls with an enrolment of 3,148 and 868 respectively. A significant feature of Secondary Education in Kathiawar was that it was absolutely free in certain States (Jamnagar, Gondal, Morvi, etc.), and it continues to be so till today. Also it was more or less a State enterprise. But it would be wrong to assume that the wave of nationalism which swept over India had not penetrated into Kathiawar. The Wadhwan Kelavani Mandal in Surendranagar, the Dakshinamurti in Bhavnagar and the Rashtriya Shala at Rajkot conducted experiments in National Education and did some pioneering work.

10. After Independence when Saurashtra became a State of the Indian Union, there was an all-round progress in the educational field. The number of Government Boys' High Schools rose from 26 to 48 and those for girls from 2 to 8. The number of aided Boys' High Schools rose from 15 to 30 and those of girls from 3 to 9. There were 7 unaided High Schools. The number of Government Middle Schools for Boys was reduced from 51 to 36 as a result of the conversion of some of the Middle Schools into High Schools.

11. Primary Schools in Saurashtra have a seven years' course extending over Stds. I-VII, while Basic Schools have an eight years' Course covering Stds. I-VIII. English is taught as an optional subject from Std. VII. High Schools have a four years' course extending over Stds. VIII-XI. The teaching of English is optional throughout the High School course. But this option is extensively exercised in favour of English. At the end of the High School course, candidates take the S. S. C. Examination held by the Bombay S. S. C. Examination Board. The Shalant Examination conducted by the Department is held at the end of the Primary School course, to which pupils who have passed Std. VII and have studied the Shalant Examination syllabus are admitted subject to certain conditions.

III. Kutch.

12. Kutch was a Part "C" State without the Legislature and the Chief Commissioner for Kutch was the head of the State. It has an area of 16,724 sq. miles including the two Runns and a population of over 5.68 lakhs, which is predominantly rural. We have not been able to obtain any detailed factual and statistical material about the progress of Education in Kutch in the past. But education in Kutch, so far as we have been able to ascertain, appears to have developed generally on the lines followed in the old Bombay State. At the time of the Reorganization of the States, there were six Government High Schools in Kutch teaching Stds. VIII-XI or V-XI. There were also seven non-Government High Schools recognised and aided by Government. The number of Secondary Schools for boys in Kutch at the end of 1956-57 was 25 and that for girls was 2, with a total enrolment of 8,136.

13. A Lower Primary School in Kutch has five classes—the Infants' Class and Classes I-IV. Primary Schools with classes from the Infants' Class to Class VII are known as "Composite Schools". Schools which impart instruction from Class V to Class VII are known as Middle Schools, while schools teaching up to Class XI are full fledged High Schools. Standards VIII-XI constitute the High School Classes. Some of the Secondary Schools have Primary Classes attached to them.

14. A pupil takes eight years to complete the Primary course (Infants' Class and Seven Standards) and 12 years to complete the Secondary Course. English is compulsorily taught in class VII in Kutch, but Girls' Schools do not teach English in Class VII.

IV. *Vidarbha.*

15. Vidarbha has an area of about 36,880 sq. miles, with a population of 76·07 lakhs. It has eight districts—four Nagpur districts :—

- (1) Nagpur,
- (2) Wardha,
- (3) Chanda, and
- (4) Bhandara ;

and four Berar districts :—

- (1) Amravati,
- (2) Akola,
- (3) Buldhana, and
- (4) Yeotmal.

Formerly, Vidarbha formed a part of the province known as the Central Province and Berar, subsequently renamed "Madhya Pradesh". On the Reorganization of the States in 1956, the new State of Madhya Pradesh was formed and Vidarbha became a component part of the bilingual Bombay State.

16. The Education Department in the Central Province and Berar was established in 1862 and indigenous schools were started according to the Despatch of 1854. Primary Schools had four classes viz., Classes I-IV and in 1884, Primary Schools in the rural areas were transferred to the District Councils and those in the urban areas to the Municipal Committees. Since 1948, District Councils have been replaced by Janapad Sabhas.

17. Formerly there were Anglo-Vernacular Schools and High Schools in Vidarbha. The Anglo-Vernacular Schools are now known as Indian English Middle Schools. Upto 1922, High Schools in Vidarbha were affiliated to the University of Allahabad. In 1923, the Board of Secondary Education, Central Province and Berar, was set up with the Director of Public Instruction as its *ex-officio* Chairman. The Secondary Education Act was passed in 1951, which made certain changes in the constitution and composition of the Board of Secondary Education. One of the features of this Act is the School Code which stabilised the service conditions of Secondary School Teachers.

18. The Primary course in Vidarbha extends over a period of four years (Stds. I-IV). The Secondary course covers a period of seven years (Stds. V-XI). Secondary Schools are divided into Middle Schools and High Schools. There are three types of Middle Schools—the Indian Middle Schools, and the Senior Basic Schools teaching Stds. V-VII and the Indian English Middle Schools teaching

Std. V-VIII. English is not included as a subject in the course of studies of Indian Middle Schools and the Senior Basic Schools, while English is a compulsory subject in the Indian English Middle Schools. The teaching of English is, however, permitted in Indian Middle Schools and Senior Basic Schools, provided the pay of the teacher for teaching English is met from public contributions. Std. VIII has also been opened in some of the Indian Middle Schools and the Senior Basic Schools.

19. In pursuance of the scheme of the reconstruction of Secondary Education under "the Educational Charter for Madhya Pradesh" (August 1955) the Vidarbha Board of Secondary Education decided to discontinue from July 1958, Std. XI in all High Schools, except the Multi-purpose Schools and the Higher Secondary Schools and now all High Schools of the traditional type (academic or unilnial) have been restricted to teaching upto Std. X only and a two-year course covering Std. IX and X has been prescribed for them. The Multi-purpose Schools and Higher Secondary Schools have a three-year course covering Stds. IX, X and XI.

It will thus be seen that in Vidarbha—

(a) Indian English Middle Schools have a four-year course covering Stds. V, VI, VII and VIII,

(b) Ordinary High Schools of the traditional or academic type have a two-year course covering Stds. IX and X, unless they have also a Middle School section attached to them in which case they have also Stds. V-VIII, and

(c) The Multi-purpose and Higher Secondary Schools have a three-year integrated course covering Stds. IX, X and XI.

20. In short, the ordinary Secondary School course extends over six years (Middle School Stds. V, VI, VII and VIII *plus* High School Stds. IX and X) and the Multi-purpose or Higher Secondary course extends over seven years up to Std. XI (including the four Middle School Standards). Students taking the ten-year ordinary course sit for the S. S. C. Examination conducted by the Vidarbha Board of Secondary Education and join the pre-University class in a College affiliated to a University if they wish to pursue a course of University Education. Those completing the Multi-purpose or Higher Secondary course at the end of Std. XI, sit for the Higher Secondary School Certificate Examination and are eligible for admission straightaway to the three-year Integrated Degree course.

21. It will be seen that the duration of the Indian English Middle School course is four years while that of the ordinary High School is two years. This unit of two years has been found to be short by experience and the Vidarbha Board of Secondary Education has recently resolved that Std. VIII of the Middle School stage should be

upgraded as a High School Class, and if this recommendation is accepted by Government, the Middle School stage will be reduced to three years (Std. V, VI, and VII) and the ordinary High School stage will extend over three years (Std. VIII, IX and X) and the Higher Secondary stage over four years (Std. VIII, IX, X and XI).

V. Marathwada.

22. Marathwada has an area of 25,694 sq. miles with a population of 51.85 lakhs. The old Hyderabad State consisted of three linguistic regions, of which the Marathi speaking region was known as the Marathwada. The media of instruction in the Nizam's State up to 1948 were mainly Urdu and English. Although in principle it was conceded that Primary Education should be imparted through the mother tongue, in actual practice arrangements for instruction at the Primary Stage through the regional languages were practically non-existent. The most important reform, therefore, which was initiated in 1948, was the introduction of the regional languages as the media of instruction in Primary and Secondary Schools. Hindi has been introduced as an additional language from Class III and is an Examination subject for the Higher Secondary Certificate Examination. English is a compulsory subject in all schools from Class V.

23. We have not been able to get any detailed statistical information about the progress of Secondary Education in Marathwada prior to 1947. From the figures supplied to us, we notice that in 1950-51, the number of Secondary Schools was 85, with an enrolment of 39,111. At the end of 1956-57, the total number of Secondary Schools was 135, with an enrolment of 54,954.

24. The pattern of School Classes at the Primary and Secondary levels in Marathwada includes—

- (i) the Primary stage—the Infants' Class and Std. I-IV—five years.
- (ii) the Middle stage—Std. V, VI and VII—three years.
- (iii) the High School stage—Std. VIII, IX and X—three years, and
- (iv) the Higher Secondary stage—Std. VIII, IX, X and *XI—four years.

In addition, there are the following types of schools in Marathwada :—

- (i) Primary-cum-Middle Schools—comprising the Infants' Class and Std. I-IV (Primary) and Std. V-VII (Middle), and
- (ii) Middle-cum-High Schools—teaching Std. V-VII (Middle) and also High School Std. VIII, IX and X.

As a rule, such schools have also Primary Classes attached to them.

*In the case of these schools only in which the multi-purpose course has been introduced.

25. In addition to schools of the types indicated above, private agencies (usually local school committees) have been allowed to open Middle School Standards in certain existing Government Primary Schools and High School Standards in some of the existing Government Middle Schools on a grant-in-aid basis, subject to certain conditions.

26. It will be seen that in Marathwada, the ordinary or traditional type of the school course extends over 11 years—5 years Primary stage, 3 years Middle Stage and 3 years High School stage. The Higher Secondary or Multi-purpose course extends over 12 years, including the Primary and Middle stages, but this is restricted to those schools only in which the Multi-purpose course has been introduced, but no decision has so far been taken on the general question of the duration of the total school course in Marathwada.

Diversity in educational patterns in the various regions

27. It will be seen that the pattern of school classes and the educational organization at the Primary and Secondary levels vary from region to region. This variety extends also to the total duration of the school course which is 11 years in the old Bombay State area, the first seven years constituting the Primary course and the last four, the High School course. As already explained, the Middle stage comprising Stds. V-VII plays a dual role and is treated as the Upper Primary stage when these Standards are attached to a Primary School and as the Lower Secondary stage when they are attached to a Secondary School. The organisational pattern in Saurashtra is broadly similar to that in the old Bombay State. Kutch has a five years' Lower Primary course, including the Infants' class, with three years of the Middle School stage and four years of the High School stage, so that the total duration of the school course extends over 12 years. In Marathwada, the duration of the Lower Primary course is five years as in Kutch, the Middle stage covering three years and the High School stage covering three years and the Higher Secondary stage covering four years (restricted to certain schools only) so that the total school course extends over 11 years and, in some cases, 12 years.

28. In Vidarbha, the Lower Primary course has a four years' span and the Middle School stage covers three years in an Indian Middle School and four years in an Indian English Middle School. The High School course and the Higher Secondary School course extend over two and three years respectively, so that the total duration of the school course in Vidarbha is 11 years.

Optimum length of the School Course

29. We were faced not only with a diversity in the general organisational pattern at the school level in the main regions of the new Bombay State but also with variations in the duration of the total

school course. A significant feature of the school system in two regions viz., Kutch and Marathwada, is the Infants' Class which constitutes an integral part of the Primary course and to the retention of which a small section of educational opinion in these regions attached great importance. As a matter of fact, even in other regions advocacy about the need for the Infants' Class was not entirely lacking, although the demand was confined to a microscopic minority. We were confronted with a variety of patterns even at the Primary School level. In Vidarbha and Marathwada, Std. IV marks the terminal point of the Primary course, the duration being four years in Vidarbha and five years in Marathwada, which has the Infants' Class. In other areas the Primary School course extends over 7 or 8 years. A lack of uniformity was also noticeable at the Secondary School level. In the old Bombay State, the High School stage is of four years, while in Vidarbha and Marathwada it is of two and three years respectively. Kutch and Saurashtra conform to the Bombay pattern in this respect. Vidarbha has already adopted the Higher Secondary School scheme and the Higher Secondary course is of three years.

30. Our task was not merely to evolve a common general system out of this welter of differing patterns but also to suggest a scheme, which, according to the terms of our reference, should not only be flexible but should also fit into the framework of the All India pattern. It is well known that the Government of India have decided to reorganise Secondary Education on the lines indicated in the resolution of the Central Advisory Board of Education passed at its 22nd meeting held on January 12 to 14, 1955, which has been endorsed by the Inter University Board and the Conference of Vice-Chancellors and Chairmen of Boards of Secondary Education. The future pattern of education as envisaged in the resolution will be as follows :—

(a) eight years of integrated Elementary (Basic) education. This stage will generally cover the period from 6 to 14, but the last year of this stage may well be used as an exploratory year to find out the aptitude and interest of the pupil ;

(b) three years of Secondary education proper where there will be a marked diversification of courses. This will generally cover the period from 14 to 17 ; and

(c) three years of University education after the Higher Secondary School, leading to the first Degree.

Comparison of the Patterns in the other States

31. This scheme differs slightly from the recommendations of the Mudaliar Commission on Secondary Education, which had left the question of the duration of the Secondary stage undecided. On the one hand, it had suggested an increase of one year in the Secondary

stage involving a total duration of 11 years' schooling (in States where the School Leaving Certificate is taken at the end of 10 years) : on the other hand it contemplated a Secondary stage of four years after eight years of Elementary education leading to a 12 years' span of school education. For a comparative study of the educational patterns in the other States in this country, we obtained the requisite information, and we notice that Assam has a 12 years' Higher Secondary School course but the question of reducing it to 11 years is at present under consideration in that State. In Madras the entire course extends over 11 years according to the new set-up. Himachal Pradesh has a 10 years' school course but the Higher Secondary Education scheme has not been introduced in that State. In Delhi the Higher Secondary School course is of 11 years and the High School course is of 10 years. In Kerala the Higher Secondary School course is of 12 years, but a decision has been taken to reduce the Primary stage to seven years from eight years, so that the total span will be of 11 years. In the new Mysore state a uniform pattern of Primary and Secondary education for the whole State is under consideration according to which the duration of these courses is proposed to be 7 years' Primary and 4 years' Higher Secondary or 11 years in all. Andhra Pradesh and Orissa have apparently a 12 years' Higher Secondary School course while Rajasthan and Punjab have an 11 years' Higher Secondary School course.

32. It will be seen that in the majority of the States the Higher Secondary School course extends over, or is proposed to extend over, 11 years. In a pamphlet entitled "A Plan for Secondary Education" issued by the Ministry of Education, Government of India, which deals with the new educational pattern, it is remarked "at present the Matriculation or the School Leaving Certificate Examination is taken in many States at the end of 10 years. According to the new arrangement the School Leaving Certificate Examination will be held everywhere after atleast 11 years". In the old Bombay State the first Degree Examination is at present taken at the end of 15 years, including seven years of Primary Education, four years of High School Education and four years of University Education. Under the new scheme the first Degree will be taken after 14 years i.e., 11 years of school education followed by a 3 years' integrated Degree course, and the question naturally arises whether educationally it would be sound to reduce the duration of the educational course by one year. The University Education Commission presided over by Dr. S. Radhakrishnan, for example, had recommended that the standard of admission to the Universities should be the present Intermediate Examination to be taken by a student after completing a full 12 years' study at a school and at an Intermediate College normally at the age of 18. In the U. K. and the U. S. A. and in most European countries such as Germany, France and Switzerland also atleast 12 years of schooling are necessary before a student enters the University. Educationally, there can be no disputing the fact that

a longer school course providing for a richer content of school education and a maturer school leaving age is preferable, and we would have had no hesitation in recommending a 12 years' school course throughout the new Bombay State prior to admission to the University, but we could not altogether ignore the logic of facts. The All India policy provides for an 11 years' school course and in a number of States in the country the All India pattern is being actually followed. A longer school course in the Bombay State would place our young boys and girls at a disadvantage as compared with those in the other States at All India competitive examinations. Then again an additional years' schooling would involve an outlay of a magnitude which would place a strain on the resources of the State which are by no means limitless. It would also place a burden on the family budgets of parents at a time when the cost of living is spiralling up.

33. Apart from financial considerations, it would be pertinent to ask whether an 11 years' Higher Secondary course would be of a standard which would prepare students adequately for the University. No scientific study on this subject appears to have been undertaken so far nor is there adequate experimental evidence to justify any definite conclusion on this issue. It has, however, been urged that the Higher Secondary School course will be an "integrated" course, that the unnecessary repetition of subject matter will be eliminated, that the introduction of the mother tongue or the regional language as the medium of instruction at all stages will contribute effectively towards a raising of the general standard, that the institution of only one public examination at the end of the Secondary stage will minimise the waste of time involved in preparation for public examinations and that the provision of diversified courses will offer to children with varying aptitudes and interests, courses for which they are most fitted.

General trend of Educational opinion

34. There is considerable force in these arguments and in the context of the financial considerations set forth above, it would be difficult altogether to ignore the All India pattern and the practice followed in a number of States in this country. In view of the complexity and difficult nature of this problem, the Committee took very careful steps to carry out not only a detailed factual investigation but also to ascertain a representative cross-section of educational opinion in the various regions, and the present study is based on evidence both documentary and oral derived from sources whose authenticity is beyond dispute. For example, we may point out that the Bombay State Federation of Head Masters' Associations, the Bombay State Federation of Secondary Teachers' Associations, the Vidarbha Federation of Secondary Teachers' Associations, the Hyderabad State Teachers' Union (Marathwada Region), and the

Federation of Brihad Gujarat Secondary Teachers' Associations, were unanimous in advocating a uniform educational pattern for the new State providing for a school course of 11 years' duration including the Higher Secondary stage and conforming broadly to the All India pattern followed by the three-year integrated Degree course. The Akhil Saurashtra Madhyamik Shikshak Sangh, Rajkot, which is however, not a Federation, favoured a uniform pattern for all the regions but advocated a 12 years' school course including the Higher Secondary stage followed by the three-year integrated Degree course.

35. Apart from these representatives bodies, we had the benefit of the views of eminent educationists, experienced heads of High Schools and practising teachers. We consulted the Board of Secondary Education, Bombay State, and the S. S. C. Examination Board, Bombay State. The former favoured a uniform pattern for the whole Bombay State and endorsed an educational course of four years' Primary, three years' Middle and three years' High School for the ordinary course and four years' for the Higher Secondary course followed by the three years' integrated Degree course, while the latter expressed the view that a student should undergo an 11 years' course of education before becoming eligible for entrance to the University, the level to be reached at the end of the 11 years' course being equivalent to that contemplated for the Higher Secondary stage. The Vidarbha Board of Secondary Education has only recently approved of a scheme which is already under way in Vidarbha providing for a 10 years' school course at the end of which the S. S. C. Examination is held and an 11 years' school course terminating in the Higher Secondary School Certificate Examination.

36. There was, however, a section of opinion, though very small, in each region, favouring a longer course; for example, the Vice-Chancellors of the Gujarat University, Vallabh Vidyapeeth and the M. S. University of Baroda were in favour of a 12 years' course, the Vice-Chancellor of the Gujarat University being further in favour of reviving the Infants' Class and retaining the four-year University course. Sarvashri C. C. Shah, Thakorebhai Thakore and Raman Vakil and Kum. Indumati Sheth were personally in favour of a 12 years' school course. Sir Raghunath Paranjpe, Vice-Chancellor, Poona University, favoured a 12 years' school course, but in the interest of uniformity and of the boys from this State who might not be handicapped in All India competitive examinations, he was prepared to compromise on an 11 years' course. Prof. R. P. Patwardhan, a former Director of Education, pleaded for a 15 years' educational pattern. Dr. D. D. Karve, M.L.C., was also inclined towards a 15 years' total course but was prepared to agree to a 14 years' course as a matter of compromise.

37. We have also gone into the Study Report of the International Team of eight experts, which had been appointed by the Government of India to examine in greater detail the Mudaliar Commission's recommendations and whose report was published in 1954. This Team recommended an eight years' Primary course and a four years' Higher Secondary School course or a 12 years' school course in all.

Views of certain responsible members of the Government of India

38. In this connection we would like to refer here to the Conference of State Education Ministers held in New Delhi on September 2 and 3, 1956, under the Chairmanship of the Union Minister of Education in connection with the Second Five-Year Plan of educational development. The views expressed at this Conference have special relevance in the present context. The Union Education Secretary is reported to have pointed out at the Conference that the general pattern of reorganization was recommended by the University Education Commission and the Secondary Education Commission had, with certain modifications, been unanimously approved after full discussion by the Central Advisory Board of Education, which had on it the representatives of all the State Governments and that it would certainly not be right if the State Governments disregarded the unanimous decisions of the Central Advisory Board of Education about the very basis of the reorganization. He is further reported to have remarked that it would be quite proper for the Centre to make its financial assistance available to the States on condition that the general pattern agreed upon by such bodies as the Central Advisory Board of Education, the Inter University Board, the Education Ministers' Conference and the Conference of Vice-Chancellors and Chairmen of Boards of Secondary Education should be accepted and implemented by the State Governments. The Union Minister of Education is reported to have agreed and remarked that it was the duty of the States to implement the policy agreed upon by these bodies, as otherwise there would be chaos in the educational system of the country. These views expressed at a Conference convened by the Government of India speak for themselves.

39. The detailed and searching enquiries made by us in every region leave little room for doubt that educational opinion is overwhelmingly in favour of the school course extending over 11 years including the Higher Secondary Stage. On the other hand, the Radhakrishnan Commission had favoured a 12 years' course, while the Mudaliar Commission has left the situation, to some extent, nebulous. The International Team of Experts has advocated a 12 years' school course. A section of educational opinion, though microscopic, also favoured a longer school course. The All India pattern, which is followed in a number of States, provides for an 11 years' school course. The arguments in favour of the 11 years'

pattern have been summed up above and it is hardly necessary to go over the ground again. The financial considerations alone are formidable enough to tip the balance in favour of a shorter course. It was represented before us that if boys and girls in other States could reach a standard at the end of 11 years, which fitted them for entrance into the University, the Bombay youth was certainly not deficient in talent to such an extent as to be unable to reach that standard within 11 years. The reduction of the school course by one year, it was argued, would also mean the saving of a year in the life of the Nation and also the saving of time, energy and money on the part of the young generation. It would have another significant advantage, in that it would eliminate the unequal competition to which our boys are at present subject at All India competitive examinations. The fact that there was a good deal of overlapping, duplication and repetition in the school course at present, was also underlined by a number of experienced and practising teachers, who held that, if the courses were properly recast, and improved teaching techniques were adopted, it should be possible to cover the ground and to reach a reasonably high standard within 11 years for the Higher Secondary School Certificate Examination, especially as the media of instruction throughout the school course were now the regional languages. The Committee was also aware that that Mahatma Gandhi had envisaged the possibility of reaching, within 7 years, at the end of the Basic education course, the Matriculation or a higher standard in all subjects minus English.

In one region viz., Vidarbha, the 11 years' pattern including the Higher Secondary stage has only recently been adopted. The Committee examined the problems in all its bearings and also from the educational, practical and financial angles. The Committee also took into consideration the views expressed at the Conference of State Education Ministers convened by the Government of India in September 1956, and although on educational grounds there was everything to be said for a 12 years' school course, weighing the pros and cons and considering the views of persons and bodies holding eminent positions in the educational world, the Committee came to the conclusion that, on the balance, it would be expedient and advisable to adopt an 11 years' pattern to be followed by the three-year integrated Degree course.

40. As the structural pattern of school education is a matter in which the Integration Committees for Primary and Secondary Education; appointed by Government are vitally interested, the Committees held more than one joint meeting to consider questions of common interest. In view of the considerations set forth above, the two Committees agreed that a 15 years' pattern of school and college education leading to the first University Degree should be accepted as a *long-range* objective but that a total duration of 14 years should be accepted as a *short-range* objective.

RECOMMENDATION 1

We recommend that the total duration of the school course at the Primary and Secondary stages, including the Higher Secondary stage, leading to the three-year integrated Degree course, should be 11 years in all regions of the new Bombay State, and that there should be no variations so far as this structural pattern is concerned. We shall indicate later in this report the lines on which changes, if any, may be effected, which may be necessary consequent on this recommendation, in the organisational pattern of school education in the various regions.

Division of the School course into well-defined stages

41. Having agreed on the duration of the entire school course, it is now necessary to consider the question of dividing the course into well-defined stages. The entire school course can be divided into (i) Primary and Secondary, or (ii) Primary, Middle and Secondary. Opinion in this connection appears to be divided, particularly in regard to the Middle stage i.e., whether there should be only one stage of seven years (Primary) or a stage of four years as Primary, followed by a stage of three years as the Middle stage. The Bombay State Federation of Head Masters' Associations and the Bombay State Federation of Secondary Teachers' Associations have voted for a seven-year Primary course, including a three-year Middle stage (Stds. V-VII). The Vidarbha Federation, however, has favoured a four-year Primary course with a four-year Middle stage (Stds. V-VIII), while the Akhil Saurashtra Madhyamik Shikshak Sangh prefers an eight-year Primary course and suggests the abolition of the Middle stage. The Federation of Brihad Gujrat Secondary Teachers' Associations favours a seven-year Primary stage and has made no reference to any Middle stage.

42. The Board of Secondary Education, Bombay State, has endorsed an educational course of four years (Primary) plus three years (Middle School) plus three years (High School) for the ordinary schools or of four years for the Higher Secondary stage. In the opinion of the Board the Middle School stage should continue as at present and should not necessarily be an independent stage, and that there should be the same course for Stds. V-VII whether in a Primary or a Secondary School.

43. The Mudaliar Commission on Secondary Education has suggested an organizational structure for Secondary Education, based on a four or five years' Primary or Junior Basic Education providing for—

(a) a Middle or Junior Secondary or Senior Basic stage which should cover a period of three years, and

(b) a Higher Secondary stage which should cover a period of four years.

The Commission has further remarked that in the planning of the curricula at these three successive stages, including the Primary stage, there must be an organic continuity, so that each stage should lead on to the next, that there should be no abrupt break and that particular care should be taken to ensure that the education imparted during the first eight years in the Primary or Junior Basic and the Middle or the Senior Basic stage forms an integrated and complete whole, so that when free and compulsory education is extended upto the age of 14, as envisaged in the Constitution, it will constitute a uniform pattern of education.

44. The International Team was conscious of the difficulties inherent in evolving an integrated eight-year Primary or Basic course. While agreeing with the Central Advisory Board of Education on the need to integrate the course in the lower and higher stages of the eight-year span, the Team remarked: "This is easy to do when a single institution houses both stages. At present, however, a majority of schools offer only four or five years of instruction, and those children who desire to continue after this must transfer to another institution. Integration here presents a more difficult problem". The Team, therefore, recommended that wherever possible expansion of facilities should take place by providing for all eight years of the elementary stage in a single institution and observed: "We recognise that there are historical and practical reasons behind the division, in India as elsewhere, of these eight years into two stages, in two different institutions, and we feel that the problem of transfer will remain and continue to call for special efforts to achieve an integration of the courses given in separate institutions. A large majority of primary schools at present have only four or five classes and many of the lower and secondary middle school classes are attached to secondary schools. The course of study, and in some States the system of departmental control of the elementary schools and the higher elementary classes attached to them, are different from the courses of study and control for basic schools and lower secondary classes attached to secondary schools. We recognise that even after an integrated eight-year course has been achieved, it may be necessary to have the lower and higher stages of the course in different schools. In some places, it may be necessary to have the higher stage attached to secondary schools. In other areas there may be a few 'central' schools of the higher stage and a number of schools of the lower stage so that the younger children do not have to walk long distances. In any case, in the integrated system all elementary schools should have the same objectives, although they may adopt different methods of teaching and adapt their courses in the higher stage to meet the needs of the pupils and the interests of the locality. If departmental control of elementary and secondary schools functions through two

different boards, it will be necessary to co-ordinate the work of the two boards, especially for dealing with matters concerning the higher elementary classes attached to secondary schools."

It will be seen that, in view of the practical difficulties involved, the International Study Team has been cautious in its approach towards the question of evolving an integrated Primary course of eight years, and has suggested that whenever it is possible to expand facilities for Primary education, the question of providing for all the eight years of the Primary stage in a single institution should be considered.

Position of the Middle stage in the past in the old Bombay State

45. A rapid review of the position of the Upper Primary stage (Stds. V-VII) in the past in the old Bombay State corresponding to the Middle stage has special relevance in the present context and might assist in a solution of this difficult problem. The Despatch of 1854, which constitutes a break with the traditional system of education fostered in India since the ancient times, laid emphasis on the maintenance of equality between schools teaching English and those which were restricted to Vernacular education without English at the Middle School stage. In actual practice, however, this directive in the Despatch does not appear to have been scrupulously observed, with the result that there gradually arose a dichotomy at the Middle School stage among schools which provided for the teaching of English and those that did not provide for English but restricted themselves to Primary or Elementary education. This differentiation in the treatment and status of the two types of schools was primarily due to the importance which was attached to the teaching of English, with the result that schools teaching English in Stds. V-VII were, on the whole, better staffed, housed and equipped. A knowledge of English facilitated admission to High Schools and pupils completing High School education could enter the higher branches of the Public Service, so that Middle Schools teaching English occupied, to some extent, pride of place in the public system of education *vis-a-vis* Upper Primary Schools. Attempts were made by the Department from time to time to eliminate the difference between these two types of schools as far as possible by the revision of the syllabi, so that rural schools teaching the Upper Primary Standards might be brought on a level of equality with Lower Secondary Schools in the urban areas teaching English. The introduction of the Basic education scheme also brought in its train a new educational ideology which emphasized the evolution of an originally integrated system of Primary education extending over seven or eight years. In 1948, the Government of Bombay decided to remove the teaching of English progressively from the Lower Secondary Standards and to adopt a common syllabus for the Middle Standards, whether in Upper Primary or Lower

Secondary Schools. By numbering consecutively Stds. I-XI covering the whole gamut of Primary and Secondary education, Government abolished the distinction in the nomenclature formerly adopted in the classification of Standards, with the result that the seven Standards of Secondary Schools are now numbered as Stds. V-XI, the Primary Standards are now numbered Stds. I-IV and the Upper Primary or Lower Secondary Standards are numbered Std. V-VII.

46. In this connection it is pertinent to note that the Mudaliar Commission on Secondary Education was not unaware that there was overlapping between the Senior Basic stage and the Lower Secondary stage, and to obviate any clash with the Basic Schools, the Commission has recommended that the general lay-out and standard of the syllabus in the Senior Basic, Middle and Lower Secondary Schools should be largely similar. The Commission has observed that a very large majority of schools which cater for the age-group 11 to 14, are ordinary Middle or Lower Secondary Schools, which will take a long time to be converted into Senior Basic Schools. In formulating its recommendations about the organizational structure for Secondary Education, the Commission has, therefore, suggested a Middle or Junior Secondary or Senior Basic stage covering three years after a Primary or Junior Basic stage of four or five years.

47. The Study Report of the International Team, has also considered specially the requirements at the Middle School or Senior Basic stage and has recommended that at the Middle School stage, in addition to the common core subjects, electives should be provided to serve the needs of pupils of varying abilities, some of whom will leave school after the VIII grade and others will go on to the Secondary School. The electives to be provided at the Middle stage should be selected, as envisaged by the International Team, after considering their suitability for pupils terminating their regular schooling after eight years and for those continuing their education in a Secondary School and also the needs and special interests of the locality.

48. It will be seen that the Middle stage has a definite place in the scheme of school education and special provision for education at this stage has been suggested from time to time by expert educational opinion. In view of the complexity and importance of this question, the matter was examined critically and exhaustively in a Joint Meeting of the Integration Committees for Primary and Secondary Education, and after a careful analysis of the various factors which have a bearing on the problem, it was decided that, with a view to maintaining an organic continuity at the Primary stage, the Middle stage should be dropped, as a transitional step, and that the Primary School course should extend over seven years and the Secondary School course including the Higher Secondary stage should have a four years' duration, that Stds. V, VI & VII should be

treated as "Upper Primary" and that these Standards may be allowed to be attached to Secondary Schools. It was also decided that in the case of those Secondary Schools which have the Upper Primary standards attached to them, the basis of grant-in-aid should be the same as in the case of ordinary Secondary Schools.

RECOMMENDATION 2

We recommend that—

(1) *the Primary School course should extend over seven years,*

(2) *the ordinary Secondary School course terminating at the present S.S.C. Examination stage, should be of three years' duration, (pupils passing this S.S.C. Examination, which should be retained during the transitional period only, held eligible for admission to the Pre-University or Pre-Degree classes conducted by colleges affiliated to Universities),*

(3) *the Higher Secondary Course culminating in the Higher Secondary School Certificate Examination, should have a four years' duration, (students passing this examination being held eligible for admission straightaway to the three-year Integrated Degree Course),*

(4) *Standards V-VII when attached to Secondary Schools should be treated for all practical purposes as ordinary Secondary standards,*

and

(5) *the syllabus for Standards V-VII be drawn up jointly by the Committees responsible for the formulation and revision of the syllabi for Primary and Secondary Schools.*

Revision and upgrading of the School Courses

49. The decision to restrict the duration of the Higher Secondary School course to 11 years so as to conform to the All India pattern involves the reduction of one year in the total duration of the educational course up to the first Degree stage in the old Bombay State and also in Saurashtra and Kutch. At present, the school course at the Primary and Secondary stages extends over 11 years, followed by a four-year Degree course, so that the total duration of the educational course leading to the first Degree is 15 years. The Higher Secondary School course of 11 years will be followed by the three-year Integrated Degree course, so that the total duration of the educational course leading to the first Degree will be 14 years. This implies reduction of one year in the entire educational course and involves the upgrading of the school course so as to ensure the approximation of the standard reached at the end of the course to the level of the first year of the present four-year Degree course. This also involves the revising or recasting of the syllabus of Primary

and Secondary Schools. The All India Council for Secondary Education has proposed draft syllabuses for Higher Secondary Schools, and they are intended to be adapted to the local conditions of each State. In this connection, the Committee understands that, as a result of the proposal to introduce the Higher Secondary School Scheme, some work in connection with the revision of the syllabi, has already been undertaken by the Courses Committees appointed by the S.S.C. Examination Board, Bombay State, and the Department. These Committees have given a rough indication as to how the syllabus could be completed within a period of 11 years. The Board of Secondary Education of the Bombay State has also taken up the matter recently and has appointed a Committee to consider the question and advise the Board as to how, in the light of the existing syllabi, it will be possible to reach, within a period of 11 years, the targets laid down in the draft syllabuses for Higher Secondary Schools framed by the All India Council for Secondary Education. This Committee has also been asked to state the general principles on which it would be possible to compress, within 11 years, the work which at present requires 12 years, i.e., 11 years of Primary and Secondary education and one year of the University. We understand that this Committee has recently submitted its Report, which is before Government. There is also a move to call a joint meeting of the Representatives of the Universities, Head Masters, Secondary School Teachers, Representatives of the Board of Secondary Education and the S.S.C. Examination Board etc., to discuss the question of the Higher Secondary School Scheme. Several Seminars of Head Masters, Assistant Masters and Subject Teachers have been held in different parts of the State and the question of completing the school course (higher) in 11 years has been considered.

50. In the course of our enquiries, suggestions were received by us from many responsible quarters, including the Associations of Teachers, experienced practising teachers and eminent educationists, as to the feasibility of completing, within 10 years, the present Secondary School course extending over 11 years, by eliminating duplication, overlapping and repetition in certain subjects, by concentrating on essentials and by the adoption of improved teaching techniques. We discussed exhaustively this question with Heads of Secondary Schools, practising teachers and others actually engaged in teaching. The question was also considered by the Board of Secondary Education of the Bombay State, and the Board is generally in favour of the Higher Secondary School scheme and considers that it should be possible to complete this course within a duration of 11 years, provided the following conditions are fulfilled :—

(a) The quantum of work is raised from Standard V.

(b) The diversified courses are spread over a period of four years instead of three years.

(c) Better qualified teachers are recruited.

(d) The necessary accommodation and equipment are made available to the schools.

51. The Seminar of Head Masters and Educational Officers held in May, 1957, decided that the new pattern of school education for the Bombay State should be of 11 years comprising—

(a) Standards I-VII Elementary education (age group 6 to 13) leading to the Primary School Certificate Examination,

(b) Standards VIII-X Secondary education (age group 14 to 16) leading to the S.S.C. Examination during the transitional period only (the present S.S.C. Course and S.S.C. Examination will have to be reorganised to suit the new pattern),

(c) Standards VIII-XI Higher Secondary education (age group 14 to 17) leading to the Higher Secondary School Certificate Examination. (The study of the diversified courses should be spread over all the four years.)

The Seminar also recommended a curriculum for Higher Secondary Schools, leading to the Higher Secondary School Certificate Examination, and suggested that the Department of Education should take steps to revise the present syllabus for Standards I-VII so as to adjust it with the syllabus prescribed for the Higher Secondary Schools or Multi-purpose Schools. It further recommended that the Department of Education and the S.S.C. Examination Board of the Bombay State should undertake the revision of the present syllabus for the S.S.C. Examination, with a view to reducing the duration from four to three years, keeping in view the following :—

(a) While retaining the present curricular pattern of the S.S.C. Examination in the revised syllabi, efforts should be made to bring it as near as possible to the syllabi for Standard X of the Higher Secondary or Multi-purpose Schools so as to enable a pupil, completing Standard X of the Secondary Schools and passing the S.S.C. Examination, to prepare for the Higher Secondary School Certificate Examination in one year, or a pupil completing Standard X in a Higher Secondary or Multi-purpose School to appear at the S.S.C. Examination ;

(b) The syllabuses for Standards VIII and IX should also be revised so as to enable a pupil to switch over from a Secondary to a Higher Secondary or Multi-purpose School with the least possible disturbance ;

and

(c) English should be retained as an optional subject for the S.S.C. Examination as at present.

52. It will be seen that expert educational opinion in the country, including the Board of Secondary Education, the S.S.C. Examination Board, eminent Educationists, Heads of High Schools and others interested in education, is satisfied about the feasibility of completing the present 11 years' course within a period of 10 years and of reaching the targets laid down in the Higher Secondary School Scheme within a period of 11 years. We agree with this view, and

RECOMMENDATION 3

We recommend that the ultimate objective should be to convert all existing Secondary Schools into Higher Secondary Schools within a period of 15 to 20 years. As an interim arrangement some schools will have to remain as ordinary Secondary Schools pending their conversion into Higher Secondary Schools when the conditions laid down for such conversion are fulfilled by them.

RECOMMENDATION 4

We recommend that Government should take steps to revise and upgrade the school course so as to complete—

(a) within 10 years, the present 11-year course leading to the S.S.C. Examination which should be retained during the transitional period,

and

(b) the Higher Secondary School course within a period of 11 years.

RECOMMENDATION 5

We also recommend that the revision and upgrading of the course should start right from Standard V so as to bring into alignment the Primary course with the Secondary and Higher Secondary courses.

RECOMMENDATION 6

We further recommend that every effort should be made in the revision of the courses to ensure approximation, as far as practicable, of the standard reached at the S.S.C. Examination, taken after 10 years, to that reached in Standard X of the Higher Secondary or Multi-purpose Schools. This would enable a student passing the S.S.C. Examination after 10 years to prepare for the Higher Secondary School Certificate Examination in one year. It would also enable a student completing Standard X in a Higher Secondary or Multi-purpose School to appear at the S.S.C. Examination if he so desires.

RECOMMENDATION 7

We also recommend that the syllabi for Standards VIII and IX should be so arranged as to enable a pupil to change over from an ordinary Secondary to a Higher Secondary or to a suitable stream of a Multi-purpose School without much difficulty.

RECOMMENDATION 8

We also recommend that, pending legislation on the lines suggested by us in a subsequent Chapter, Government should take urgent steps to set up a Syllabus-making Machinery, composed of experts, subject specialists, experienced teachers and heads of schools, eminent educationists, representatives of the Boards of Secondary Education, the S.S.C. Examination Board, the Board of Primary Education, Universities, etc., to draw up syllabi for Secondary Schools in the new set-up.

RECOMMENDATION 9

We further recommend that there need be no difference between the syllabi for schools in the rural and urban areas and those for boys and girls, but that provision should be made for special subjects for girls such as Home Science, Fine Arts, Needle work etc.

RECOMMENDATION 10

The syllabi for Standards V—VII should be drawn up jointly by the Committees appointed for the framing of the syllabi for Primary and Secondary Schools.

53. While revising the syllabus for Standards V-VII we would like to stress the following special features of the Upper Primary stage and would suggest that the Curriculum Advisory Body, when set up, should be requested to bear them in mind in drafting the syllabi :—

(i) The Upper Primary stage should be treated as the terminal stage for those pupils whose education will end at the termination of that stage, and the course in their case should be so arranged as to enable their education to be rounded off at the end of that stage.

(ii) For those pupils who will proceed to a Secondary School, the course at the Upper Primary stage should be an exploratory course.

(iii) The course at this stage should be so devised as to meet the requirements of the pre-adolescence period.

(iv) The course should provide adequate scope for a variety of activities and for practical work.

(v) Every effort should be made to ensure the link-up and adjustment of the course with the life and environments of the pupils concerned.

(vi) The activities and projects undertaken at this stage should lead to productive work as far as possible.

(vii) The overall objective at this stage should be to socialise the child.

Changes necessary in the various regions

54. The extent to which and the manner and the method in which changes suggested in the preceding paragraphs should be progressively introduced in the various regions of the new Bombaay State, need to be considered, and in the following paragraphs we indicate the general lines on which the new arrangements should be gradually brought into operation in each region.

The old Bombay State area

55. It is clear from what is stated in the foregoing paragraphs that the educational set-up in this area provides for a seven-year Primary course followed by a four-year Secondary course. The proposals made above provide for the ordinary Secondary School course to be completed within a period of 10 years instead of 11 years as at present, and for the S.S.C. Examination to be held at the end of Standard X. Similarly the Higher Secondary or Multi-purpose course is intended to be covered within a period of 11 years and the Higher Secondary School Certificate Examination will be held at the end of Standard XI. The courses of studies will have to be suitably revised and upgraded both at the Primary and Secondary stages so as to dovetail with the new arrangements. Further, when the new courses are introduced, a large majority of schools, will have a reduced course of 10 years in place of the existing 11 years and there will be consequent reduction in the staff and surplus accommodation. These need not present great difficulty as the rush for Secondary Education is very heavy and there is already overcrowding in almost all schools resulting in the adoption of the shift system in a large number of schools. The introduction of the new course in all standards should, however, be gradual and progressive. It appears to us that the revision of courses will not materially affect the first four standards (Elementary stage) and the upgrading will start from Standard V and the complete change over from the old pattern to the new one will take about six years. It may be possible to reduce the period of transition if the change is started from Standards V and VIII simultaneously. This period will be sufficiently long for the managements of ordinary schools to adjust their staff etc. It will also give them time to know whether they can find means to convert their schools into Higher Secondary or Multi-purpose Schools.

RECOMMENDATION 11

We recommend that urgent steps be taken to bring these changes progressively into operation in the old Bombay State as soon as the syllabi are ready and in any case from a date not later than June 1960, and that the schools concerned, which will be affected by the changes, be given an early intimation in the matter so as to enable them to make the necessary adjustments in regard to staff, equipment, accommodation etc.

56. The Government of Bombay have introduced, since the year 1955-56, diversified courses in some of the Government and non-Government schools in the old Bombay State and such schools are being treated as Multi-lateral or Multi-purpose schools. The number of such schools up to the end of 1956-57 was 127 and the number of courses allotted to such schools totalled to 149. It will not be difficult to introduce in these schools the courses for the respective streams of the new Multi-purpose schools. We, however, understand that the policy of the Government of Bombay is to introduce one additional diversified course in a school so that there are only two courses as a rule in the school concerned viz., the academic and the diversified course which may be a Commerce or a Home Science, or Fine Arts or an Agriculture course. If this policy is uniformly adopted, most of the schools will practically have only two courses, and there will not be much choice for pupils attending these schools to select courses according to their aptitudes and interests. The essence of a Multi-purpose School is to provide a wide range of courses to enable a pupil to select a course for which he is best suited by his innate aptitude and capability. There are very few schools of this type in the old Bombay State, and we feel that there is a need for quite a few Multi-purpose Schools with a number of streams in each.

RECOMMENDATION 12

We recommend for the earnest consideration of the Bombay Government the urgency of introducing as early as possible and, in any case, not later than June, 1960, the Multi-purpose and Higher Secondary School Scheme according to a planned and phased programme.

Saurashtra

57. The position of Secondary Schools in Saurashtra will be similar to that in the old Bombay State under the changes suggested by us, except that Basic Schools in this region, which have at present an eight-year course, may have to be brought to the seven-year pattern, but this is a matter of policy to be decided by Government. Also the question will be dealt with by the Integration Committee for Primary Education.

58. There are also some Junior and Senior Lok Shalas in Saurashtra. The Junior Lok Shalas teach courses for Basic Schools covering Classes V—VIII, and they stand on the same footing as Basic Schools.

59. There are two Government and five non-Government senior Lok Shalas which follow a separate syllabus prepared by the Sanchalaks of the Senior Lok Shalas and the standards taught therein are IX—XI. All the Lok Shalas teach Agriculture as one of the subjects in addition to other subjects, and candidates completing the course are eligible to appear for the S. S. C. Examination without English but with Agriculture as one of the Subjects. We may add that in one Lok Shala that we visited, the pupils appeared to be eager to go in for Higher Education in Agriculture etc., and for that purpose to study English and Mathematics in addition to the subjects in the Lok Shala course. Whether and if so, to what extent, Senior Lok Shalas should be brought into line with Multi-purpose Schools is a matter for Government to decide. In any case, as the number of such Lok Shalas is very small and is not likely to increase to any large extent in view of the difficulty about the availability of good land, water facilities, etc., and as these institutions serve a useful purpose for those that do not want to go in for ordinary University Education, we suggest that they may be allowed to develop according to their own ideology. They might form a type by themselves and might provide adequate grounding for admission to Rural Universities.

RECOMMENDATION 13

We recommend that the Lok Shalas in Saurashtra be continued and allowed to develop according to their ideology.

Kutch

60. The Infants' Class will have to go off the map if our recommendations are accepted by Government. The other changes indicated in the case of the old Bombay State will be applicable *mutatis mutandis* to the schools in Kutch. When the revised syllabi are introduced particularly in Kutch, they should be introduced at three stages simultaneously viz., in Standard I, Standard V and Standard VIII, so that in four years' time the new courses will be fully in operation. The necessary adjustments in the syllabus for switching over from the old to the new syllabus in Standards V and VIII should be suggested by the respective Syllabus-making Committees.

Vidarbha

61. The Primary course in Vidarbha is of four years' duration only. The Indian Middle Schools have a three-year course but in some of these schools English has been introduced from Standard V and Standard VIII also has been added. The Indian English Middle Schools have a four-year course.

RECOMMENDATION 14

We recommend that Standard VIII be upgraded and included in the High School and Higher Secondary stage, as the case may be and the Primary course in Vidarbha be of seven years covering Standards I—VII. We also recommend that Standards V—VII of the Indian Middle Schools be attached to Primary Standards I—IV and such schools be converted into full grade Primary Schools, while Standards V—VII of the Indian English Middle Schools be attached to Secondary Schools. These Standards, when attached to Secondary Schools, be treated in the matter of control, administration, grant-in-aid etc., in the same manner as ordinary Secondary Schools.

62. In Vidarbha the new scheme providing for a ten-year ordinary Secondary School course and an eleven-year Higher Secondary or Multi-purpose course has already been under way, so that no further changes in this matter are necessary, but to secure uniformity.

RECOMMENDATION 15

We recommend that when the syllabi for Primary, Secondary and Higher Secondary Schools are revised and upgraded by the syllabus making machinery, as recommended by us, steps be taken to bring the syllabi of the various types of schools in Vidarbha into alignment with the revised syllabi. We also recommend that the Multi-purpose and Higher Secondary courses be introduced in the ordinary High Schools in Vidarbha according to a phased and planned programme.

Marathwada

63. As in Kutch the Infants' Class will cease to exist here under the scheme advocated by us. All other suggestions made by us in the case of schools in the old Bombay State will apply *mutatis mutandis* to Marathwada. The peculiar feature of the educational system in Marathwada is the existence of what are known as "Primary-cum-Middle Schools" and "Middle-cum-High Schools". The Primary-cum-Middle Schools are just like the first grade Primary Schools of the Bombay pattern, while Middle-cum-High Schools are just like full High Schools teaching Standards V—X. These schools should, therefore, present no difficulty in the future adjustment and

RECOMMENDATION 16

We recommend that the Middle School Sections in Primary-cum-Middle Schools be integrated with the Primary Schools concerned and that the Middle School sections attached to Middle-cum-High Schools be treated as part of Secondary Schools and dealt with on the same lines as those indicated by us in the case of the old Bombay State.

64. At present the Multi-purpose courses are already under way in some of the schools in Marathwada. As explained by us in the foregoing paragraphs, the Secondary Schools in Marathwada teach only upto Standard X, but in the case of those schools where Multi-purpose courses are in operation the Bombay Government have permitted Standard XI to be added from June, 1959. After the abolition of the Infants' Class, as suggested above, this will result in the duration of the school course in Marathwada extending over 11 years in the case of such schools.

RECOMMENDATION 17

We recommend that steps be taken (i) to abolish the Infants' Class in Marathwada, and (ii) to introduce a three-year course in ordinary Secondary Schools extending over Standards VIII, IX and X, and a four-year Multi-purpose or Higher Secondary course extending over Standards VIII, IX, X and XI on the same lines as those indicated by us in the case of the old Bombay State Area. We also recommend that the conversion of ordinary schools into Multi-purpose and Higher Secondary Schools be taken in hand and implemented according to a phased programme.

65. When the revised syllabi are introduced particularly in Marathwada, they should be introduced at three stages simultaneously, viz., in Standard I, Standard V and Standard VIII, so that in four years' time the new courses will be fully in operation. The necessary adjustments in the syllabus for switching over from the old to the new syllabus in Standards V and VIII should be suggested by the respective Syllabus-making Committees.

RECOMMENDATION 18

We finally recommend that the various changes and reforms indicated by us in the foregoing paragraphs in the case of the different regions, which are intended to be brought into operation from a date not later than June, 1960, be implemented during a period not exceeding five years.

66. As we have indicated in the foregoing paragraphs, there are classes in Marathwada in certain Government Schools maintained by private agencies on a grant-in-aid basis and this leads to dual

control which is far from satisfactory and is not at all in the interest of the schools concerned.

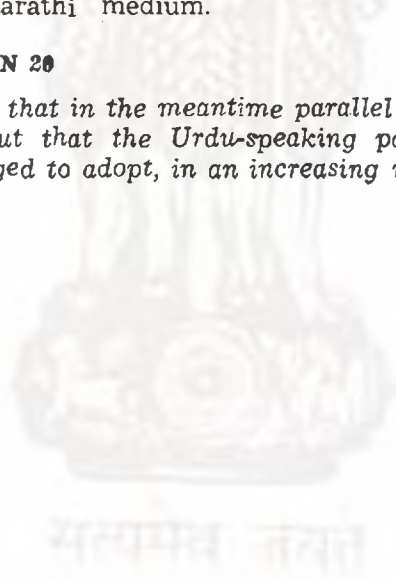
RECOMMENDATION 19

We recommend that the Department should take over all such private classes and merge them in the Government Schools concerned.

67. There are also in Marathwada in some Secondary Schools, parallel Urdu-medium classes. The number of pupils opting for the Urdu medium in Marathwada is, we understand, declining. In the interest of the Urdu-speaking people in Marathwada it is very desirable that they should adopt, to an increasing extent, the Marathi medium in view of its importance as the language of administration at the District and State levels and of the probability of its replacing English at the University level within the foreseeable future. From the sociological, cultural and economic angles, it is also very desirable that this section of the community should change over as early as possible to the Marathi medium.

RECOMMENDATION 20

We recommend that in the meantime parallel Urdu-medium classes be maintained but that the Urdu-speaking population in Marathwada be encouraged to adopt, in an increasing measure, the Marathi medium.



CHAPTER III

THE PLACE OF ENGLISH AND HINDI IN THE SCHOOL CURRICULUM

Of the problems, which formed the subject of enquiry by our Committee, none appeared to us to have caused such a ferment in the educational world and to have sparked off an agitation of such proportions in all the regions of the State visited by us, as the question of the place which English should occupy in the school curriculum. The uneasiness in the public mind generated by this question was not confined merely to the old Bombay State, in which, it was pointed out, English was practically the first casualty among school subjects in the scheme of educational reconstruction undertaken after the emergence of Independence, but a feeling of nervousness about the future of English was noticeable even in Vidarbha and Marathwada, where there was no sea-change in the policy about the teaching of English in schools. Even Saurashtra and Kutch, which have, as a rule, endeavoured to keep in step with Bombay in educational matters, did not appear to be altogether free from uneasiness about the position of English in the new set-up. On the other hand, we did not fail to notice that there was a small section of educational opinion in every region, which welcomed the bold lead established by Bombay in reducing the dominance of English from the school course. Public uneasiness on this question appears to have been intensified chiefly due to (1) the lack of a co-ordinated policy about English in other States in the country, (2) the continued use of English as the language of administration in the country in general, (3) the absence of any appreciable diminution in the importance of English in respect of admission to the various branches of the Central and States services and (4) the language policy followed by the Federal and other Courts. The Universities, which occupy a leading position in the educational system of the country, do not appear to have made a change of a significant or major character in their attitude towards, or outlook on, the question of English, and even those Universities in the old Bombay State, which have decided upon a switch-over in the medium of instruction from English to a regional language or Hindi, have been insisting upon English as one of the subjects offered at the S. S. C. Examination by candidates seeking admission into the colleges affiliated to them. Moreover, it is clear that almost all the Universities have adopted a halting attitude with regard to the regional languages or Hindi as the media of instruction. Thus Bombay's lead in the matter of the removal of the teaching of English from the Middle School stage does not appear to have been followed by other States. On the other hand, the policy followed by the University Grants Commission and, to some extent, by the Ministry of Education, has led to an impression in the country, which is not altogether

unjustified, that for a number of years to come, the importance of English is not likely to be reduced.

2. Strong representations were made to us by responsible educational bodies, educationists and men in public life and in business, in the old Bombay State and in Saurashtra and Kutch, as to the need to restore English to the position occupied by it in school education prior to Independence, although, as we have already remarked, there was a small minority in these regions also which advocated the maintenance of the *status quo*. Opinion in Vidarbha and Marathwada, where no reduction in the period of English in Secondary Schools has been made, was overwhelmingly in favour of maintaining the *status quo*, although we did not fail to notice a small section of opinion in these regions also which welcomed the lead established by Bombay in removing the teaching of English from the Middle stage.

Development of English in schools in the old Bombay State

3. Before dealing with the various issues posed by this ticklish problem, it would facilitate the consideration of the question if we briefly reviewed the various stages through which English had to pass in the old Bombay State before occupying pride of place in the school curriculum during the British regime, as it would assist in an appreciation of the implications of the psychological hold which English still continues to exercise over a section of the society.

4. Prior to the establishment of the Department of Education in the State in 1855, the limited number of English schools, which were then in existence, concentrated chiefly on the teaching of English as a language and also used English as the only medium of instruction throughout the course. The Matriculation Examination, which was held for the first time in 1859 by the Bombay University, marked the termination of the course of 'studies in English schools. In 1870 the minimum requirement for admission to an English school was laid down as the passing of vernacular Std. IV, and the number of Standards in English schools was increased to seven, so that, from that year English schools assumed a definite structural pattern providing for a course of seven years' duration, the terminal point of which was the Matriculation Examination and admission to which was restricted to those who had passed Vernacular Std. IV. This pattern continued practically unchanged. The general practice followed in the case of such schools since 1881-82, as a result of the recommendations made by the Indian Education Commission, was to teach English as a subject in Stds. I-III, but it was used as a medium of instruction throughout the High School course, i.e., in Stds. IV-VII. However, the movement to accord the modern Indian languages their rightful place in

school education, which was slowly developing, became stronger with the advent of the Montague Chelmsford Reforms, under which education came to be treated as a "Transferred" subject and was placed in charge of Indian Ministers. Subsequently there was a change of major importance in the situation when the Bombay University allowed candidates the option to answer questions in History and the Classical languages through the mother tongue. This reform had its repercussions on schools, which gradually began to switch over to the regional languages as the media of instruction in certain subjects. In 1936-37 the Bombay University introduced a new Matriculation scheme providing for option to answer question papers through the mother tongue in a large number of subjects, and in a few years' time, the modern Indian languages came to be adopted as the media of instruction in all subjects except English and foreign languages throughout the High School course.

5. Thus, although English ceased to be the medium of instruction in Secondary Schools, it continued to occupy the position of a major school subject, and greater attention continued to be paid to it, as its knowledge was considered essential in almost every branch of the Public Service and in other walks of life.

Changes after Independence in the old Bombay State.

6. After Independence, in pursuance of the new ideology which led to a review of the educational policy throughout the country involving a new approach towards several basic issues matters came to a head with regard to the question of the place which English should occupy in the school curriculum. In March 1948, the Bombay Government informed the managements of all recognised Secondary Schools that Government had under their consideration the question of the place of English in Secondary Education in the Bombay State, that the question had been referred to the Provincial Educational Council, which had recommended the progressive abolition of English from the first three standards of Secondary Schools, that Government had accepted this recommendation and had decided that English should be discontinued from Std. I* of Secondary Schools with effect from June 1948, and from Std. II and III† during the next two years and that the intention was that pupils admitted to Std. I of Secondary Schools in June 1948, would not be required to study English until they passed the examination of Std. III. When Government issued these orders in March 1948, they did not actually revise the syllabus even of Stds. V-VII, which were vitally affected by the removal of English therefrom. Government informed the schools that they had referred the question of the revision of the syllabus to the Board of Secondary

* This Standard has now been renumbered as Std. V.

† These Standards have since been renumbered as Stds. VI and VII respectively.

Education and that this Board, in collaboration with the Board of Primary Education, was preparing a revised syllabus, that the completion of this work would naturally take time, but that efforts were being made to get the revised syllabus for Std. I (now Std V) prepared immediately, so that it might be duly considered by Government, and communicated to all schools as early as possible before the commencement of the academic year in June 1948. The revised syllabus, however, was not ready, and when the new academic year was about to commence, Government informed the Schools that the revised syllabus was still under consideration and that it would be sometime before the syllabus was properly studied and approved by Government. Pending the sanction of a revised syllabus for Stds. V-VII, the schools were informed that the syllabus laid down for Std. V of Primary Schools should be taken as the basis and the schools were also informed of the distribution of time for the various subjects in the proposed revised syllabus.

Justification for the abolition of English from the Middle stage

7. That the decision reached by the Bombay Government with regard to the removal of the teaching of English at the Middle stage was based on sound educational principles and was motivated by the wave of Nationalism which was then at its height, is unquestioned. As has already been explained, the regional languages, which had been assigned an inferior position as compared to English under the British administration, were coming into their own, and there was a natural desire to encourage the development of a study of the regional languages to the fullest possible extent and to reduce the importance of English. Hindi as the National language deserved also the position of a major school subject and an adequate time allotment. Training in Crafts which is an essential feature of Basic education had also to be found a place in the school curriculum. It was, therefore, inevitable to remove the teaching of English from Stds. V-VII, so that the first seven years' school course should constitute an integrated, continuous and organic unit with adequate provision, among other subjects, for the teaching of the regional languages, Hindi and Crafts. The Bombay Government expected and, the expectation was not unjustified, that the regional languages and/or Hindi would replace English as the media of instruction at the University stage, so that students, who had studied English for four years at the High School stage, would find no difficulty in prosecuting higher studies. It was also commonly believed that English would cease to be the language of administration at all levels and at the Courts within the foreseeable future and that it would be possible to carry on the normal day-to-day business through the regional languages. It was also hoped that the regional languages and Hindi would replace English at the All-India competitive examinations. In view of the importance

which English had assumed in public life under the British administration, its gradual and progressive removal from the educational, administrative and judicial systems, was a question of All-India importance, and it was expected that the Centre would formulate a comprehensive and well thought-out policy, so that State and Regional policies in the matter might be co-ordinated. The bold and praiseworthy lead established by the Bombay State in removing the teaching of English from the Middle stage, was also expected to be followed by the other States. Unfortunately subsequent events belied these expectations. We are too near the time when these events took place to be able to assess the merits of the case objectively and dispassionately, and we must leave the re-appraisal of these facts to the future historian, but it is difficult to resist the conclusion that the decision of the Bombay Government to abolish English at the Middle stage was reached rather hurriedly and without an adequate preparation of the ground for the introduction of a change of such a major importance. There is no question as to the intention of the Bombay Government in bringing about this change, but it would have been wiser to proceed with more caution and less enthusiasm in the matter, and this would have avoided the situation, under which the schools, on the eve of the new school year in 1948, when English was removed from Std. V, had not even the revised syllabus in their hands, and were left to fend for themselves with the syllabus of Std. V of Primary Schools.

Changes in Government's policy about English

8. Not only was the Bombay Government's decision about English reached hurriedly but the policy followed also lacked firmness and showed signs of vacillation, as is clear from the orders issued by Government from time to time. Among other things, Government had informed the schools that since the first seven years of a child's education were to be regarded as an integral unit in which the teaching of a foreign language was not desirable on educational grounds, it was not advisable for Secondary Schools to teach English in Stds. V-VII attached to such schools even out of school hours and that Government would not be prepared to permit any such arrangement. But within about a year of the passing of these orders Government changed their mind and announced that, in view of the decision of the Constituent Assembly regarding the official language of the Union, the recommendation of the Provincial Education Council not to abolish English from Std. VII and the suggestion of the Bhise Committee to consider the policy of removing English from the educational ladder as an All-India question in consultation with the Government of India, Government had decided that English might continue to be taught as an optional subject in Std. VII, subject to certain conditions.

9. One of the conditions under which permission to teach English optionally was allowed by Government in Std. VII was that facilities to teach English on an optional basis shall be provided in all schools with Std. VII maintained by District or Municipal School Boards, provided that at least 15 pupils were prepared to take English as an optional subject. As it was obligatory on the part of District and Municipal School Boards to provide for the teaching of English optionally in Std. VII, if a minimum of 15 pupils came forward to take up that subject, representations were made by some of the Boards to Government against this policy. To accommodate them, Government clarified their orders with the provision that where a School Board passed a resolution expressing its desire not to provide for the teaching of English optionally in Std. VII in its schools, facilities for the teaching of that subject need not be made by the School Board. The entire cessation of the teaching of English thus from the Middle stage had its repercussions on the lower classes of Secondary Schools, resulting in a depletion of their strength due to pupils leaving Secondary Schools, where higher fees were charged, to join Primary Schools.

Policy with regard to English-medium Schools

10. There was a further complication in the situation as a result of the orders of Government regulating admissions to English Teaching Schools. With the removal of the teaching of English from the Middle stage, orders were passed by Government that from the year 1948-49, pupils who had passed Std. IV or a higher standard of a Primary School other than an English Teaching Primary School and who sought admission to English Teaching Schools because of the abolition of English from the first three Standards of Secondary Schools, should not be admitted into the English Teaching Schools. It was further ordered that admissions to English Teaching Schools should ordinarily be restricted to pupils who did not speak any of the regional languages of this State or whose mother tongue was English. As these orders led to some hardship, Government reconsidered the question and directed that the position, which had existed prior to the issue of the orders in question with regard to admission into English Teaching Schools of pupils speaking any of the regional languages of this State, should continue for a period of three years, provided the English Teaching Schools did not open any additional divisions and restricted the total number of divisions to those maintained during the year 1947-48 in their Secondary Sections. It was also directed that no pupils from ordinary Primary or Secondary Schools should be admitted to English Teaching Schools in Std. II or below. The object of the orders was to guard against the possibility of children migrating from ordinary to English Teaching Schools in order to start learning English earlier than was warranted by the general policy of Government. The policy with regard to admissions to English Teaching Schools

was further revised by Government in 1951, when it was decided that admissions to schools in which English was permitted to be used as the medium of instruction, should be confined to the following categories of pupils only subject to certain conditions:—

(1) Children whose mother tongue was certified by the parents or guardians to be English.

(2) Children who had previously been studying through English as the medium of instruction.

(3) Children for whom facilities for receiving instruction in their mother tongue were not available within a radius of one mile of their homes, when so certified by the Educational Inspector.

(4) Children whose parents or guardians were liable to Inter State or Inter Regional transfers in the course of public or private service, on the production of a certificate to that effect from the head of a Government Department or a private concern as the case might be.

11. The whole policy with regard to the admission of pupils to English Teaching Schools was again reviewed by Government early in January, 1954, particularly in view of the recommendations made in the report of the Mudaliar Commission on Secondary Education and the Central Advisory Board of Education and it was decided that:—

(1) no Primary and Secondary School should admit to a class, where English was used as the medium of instruction, any pupil other than a pupil belonging to a section of citizens, the language of which is English viz., Anglo-Indians and citizens of Non-Asiatic descent;

(2) pupils who had been studying through the medium of English in Primary and Secondary Schools should be permitted to complete their studies through that medium in the same or any other school using the English medium;

(3) pupils who had been studying through the English medium privately at the Primary and Secondary stages, should be allowed admissions to recognised schools using the English medium subject to certain conditions.

12. Within a short period again, however, Government had to reconsider their policy about the admission of pupils to English-medium schools as a result of the decision of the Supreme Court of India which confirmed the judgment of the Bombay High Court, that the orders issued by the Bombay Government in January, 1954, referred to above, contravened the provisions of Articles 29(2)

and 337 of the Constitution. On July 30, 1954, Government directed that in view of the judgment of the Supreme Court, the orders issued in January, 1954, as well as all previous orders regulating admissions to English Teaching Schools and in the matter of the teaching of English as a subject should be treated as cancelled.

Lopsidedness in school organization

13. This decision entirely lifted the ban which had been placed on English-medium schools, with the result that schools could not only adopt English as the medium of instruction throughout the Secondary stage but parents were left free to have their children admitted into English-medium schools whatever their mother tongue might be. Although the teaching of English had been removed by Government from the Middle stage, there was no apparent diminution in its importance in public life. As already explained above, English continued to be the medium of instruction at the University stage and the language of administration at all levels and in the Courts. For admission into the public service and at the All-India competitive examinations, a competent knowledge of English was a *sine qua non*. There was, therefore, no abatement in the craze for English, and this led to a phenomenal rush on English-medium schools of children from families in the upper brackets of the social scale. Such schools charged very high rates of fees, and in some cases such rates were almost prohibitive, which well-to-do families alone could pay. This situation led unfortunately to lopsidedness in the educational organization in the State. In view of the rush of pupils from well-to-do families to English-medium schools, even ordinary schools, in some cases, switched over to the English-medium. The economy of school education was thus unduly affected. A few schools had almost "the pick of the bunch", while the great majority of schools, which taught through the medium of the regional languages and did yeoman service to the cause of the education, were in some cases seriously affected, particularly as a result of the depletion of their strength by the exodus of children from their lower Standards to Primary Schools. This lopsided arrangement had other and more serious effects. The English-medium schools, by and large, maintained the old traditions inherited from the British administration. The cultural and social pattern and the whole ideology in such schools did not fit, in all respects, into the framework of the national system of education, although it must be admitted that the standard of teaching in some of these schools was particularly good. The aim and object of the new system of education was to produce the right type of citizens who could pull their weight effectively in the Indian Democracy, and it was feared that it might be difficult for products of such schools, where the whole atmosphere, culture and ideology were different, to come up to this ideal.

Removal of the teaching of English from Stds. V-VII

14. Conscious of the implications of the change in the Government's policy about English-medium schools, the President of the Bombay State Federation of Head Masters' Associations requested Government in August, 1954, to reconsider its decision in regard to the teaching of English in Stds. V-VII, underlining the facts that there had been no change in the language of administration nor in the medium of instruction and examinations at the University level. He also stressed the lack of suitable literature and text books in the Indian languages and of an agreement on a uniform technical and scientific terminology.

15. Government, however, did not accept the suggestion and passed general orders re-affirming its decision in the matter, particularly in view of the revision of the syllabus of Secondary Schools in the light of the modified scheme of the S. S. C. Examination, which was to be brought into force in March, 1957. This revised syllabus omitted English altogether from Stds. V-VII, and it was not permissible to teach English even as an optional subject in Stds. V-VII in addition to the subjects already prescribed in the syllabus *within the school hours* in a school teaching through a medium other than English. Government, however, said that there was no objection to teaching English as an optional subject to those who desired to do so in Stds. V-VII *outside the school hours*. This permissive measure was taken advantage of by a number of urban schools and special classes for teaching English outside school hours were started and a large number of pupils attending Stds. V-VII of Secondary Schools joined them.

Lack of co-ordination in the policy about English

16. It will be seen that the decisions of Government on a major policy issue of this nature have undergone changes with a frequency and rapidity which was not in the interest of education. Reference has been made above to the report of the Bhise Committee, which had been appointed by Government in 1948 to examine certain problems connected with the Middle stage of school education. This Committee, in its report, had observed that the removal of English from the Middle School stage was an educationally sound and a long desired reform, but that it had created a number of problems which had to be faced comprehensively, quickly and firmly. With this object in view, the Committee had recommended that—

(a) the policy of removing English from the first seven years of the educational ladder should be considered as an All-India question, and the Government of India should be moved to co-ordinate the provincial policies in this respect,

(b) questions regarding the National language and the medium of instruction at the University stage should be got decided as early as possible,

(c) the importance of English in public life should be reduced by a planned programme, to substitute the National, Provincial or Regional language in its place wherever necessary, and that

(d) a special Committee should be immediately set up to examine the re-planning of the Secondary course to suit the new conditions.

It will be seen that, while placing its seal of approval on the Government's decision to remove the teaching of English from the Middle School stage, the Bhise Committee had suggested certain measures to be simultaneously adopted, one of which advocated that the policy with regard to the removal of English should be considered as an All-India question, in consultation with the Government of India so as to ensure the co-ordination of State policies in this respect.

17. As already remarked, Bombay's lead in removing the teaching of English from the Middle stage, does not appear to have been followed in the other States in the country. In the South, by and large, there appears to have been no significant change in regard to the teaching of English at the school stage, while in the North beyond making English as an optional subject, which has been done in a few States, there does not appear to have been any major change in the policy with regard to English. Bihar which had followed a policy similar to that of Bombay in regard to English, has not adhered to it, so that Bombay has practically been isolated in the matter of the teaching of English at the school stage.

Position of English in the new regions

Saurashtra and Kutch

18. The position of English in the school curriculum in Saurashtra and Kutch since the attainment of Independence is approximately the same as in the old Bombay State. Saurashtra retains English on an optional basis in Std. VII, which was the position in the old Bombay State for some time after 1948. The teaching of English is optional throughout the High School course in Saurashtra, but almost all pupils reportedly opt for English. In Kutch, English is compulsory from Std. VII, but Girls' Schools do not teach English in that standard.

Marathwada and Vidarbha

19. In Marathwada, English is taught compulsorily from Class V, and the position is about the same in Vidarbha, where English is taught compulsorily at the High School and the Higher Secondary stages and also from Std. V in Indian English Middle Schools but optionally in Indian Middle Schools.

20. The position with regard to English, therefore, in the different regions of the reorganised Bombay State is as under :—

Old Bombay State	... Stds. VIII to XI compulsorily. It is permissible to teach English in Stds. V-VII out of school hours but the parents have to pay an additional fee for it.
Saurashtra	... From Std. VII onwards optionally.
Kutch	... In Stds. VII-XI compulsorily, except that girls' schools do not teach English in Class VII.
Marathwada	... In Stds. V-X compulsorily and also in Std. XI in certain Multi-purpose schools.
Vidarbha	... In Stds. V-XI compulsorily. Compulsorily in Indian English Middle Schools (Stds. V-VIII) but optionally in Indian Middle Schools (Stds. V-VII or VIII).

A round-up of opinion about English

21. From the impressions we gathered in the course of our inquiry and from a close scrutiny of the documentary evidence before us, we noticed that there were two broad schools of thought about the position of English in the school curriculum. As the educational patterns in the various regions of the new State are complex and diverse and as there is no uniformity in respect of the position of English in the school curriculum throughout the State, we were careful to make very searching and deep inquiries to ascertain the trends of opinion in the educational world on this question. We had before us not only a cross-section of the opinions of important personalities in the educational field but also of local leaders, business-men and others interested in education, so that we had a fairly clear idea of the important shades and nuances of opinion on this burning question. We give in brief a round-up of the views of the various Federations and some of the Associations, educationists and others consulted by us.

22. The Bombay State Federation of Head Masters' Associations is emphatically of the opinion that the study of English should be introduced on a compulsory basis in Std. V with immediate effect. The Bombay State Federation of Secondary Teachers' Associations is of the view that English should be taught in Std. V, as the medium of instruction in Colleges is still English. The Vidarbha Federation

of Secondary School Teachers' Associations favours the teaching of English from Class V and considers that English should be obligatory up to the top Standard. The Federation of Brihad Gujarat Secondary Teachers' Associations supports the teaching of English from Std. V of Secondary Schools on the ground that the study of a foreign language should begin at about the age of 10, that proper grounding is essential and that a longer period will ensure this under the circumstances. The Hyderabad State Teachers' Union, Marathwada Region, has expressed the view that English should be introduced from Std. V. The Akhil Saurashtra Madhyamik Shikshak Sangh, Rajkot, recommends the teaching of English from Std. V on the ground that children should learn another language 'at the beginning of the Second Primary stage'.

23. The S. S. C. Examination Board, Bombay State, which was consulted by us, has expressed the opinion that the teaching of English should begin in Std. V and that of Hindi in Std. VI, and that both these subjects should be continued to be taught up to the stage of the final public examination. In a special meeting held by the Board of Secondary Education, Bombay State, for the purpose of considering the questionnaire issued by our Committee, it was decided that both English and Hindi should start from Std. V and that these subjects need not be compulsory for the final examination.

24. Sir Raghunath Paranjpe, Vice-Chancellor of the Poona University, in giving evidence before our Committee, advocated the teaching of English from Std. V optionally. The Vice-Chancellors of most of the other Universities in the Bombay State viz., Shri S. R. Dongerkery, Shri Mangalmurty and Shri Bhailalbhai Patel pleaded for the teaching of English to start from Std. V. Dr Jotindra Mehta, Vice-Chancellor of the M. S. University, Baroda favoured the teaching of English from Std. VI, while Shri Maganbhai Desai, Vice-Chancellor of the Gujarat University would have English only from Std. VIII. Shri R. V. Parulekar, Director, Indian Institute of Education, Bombay, was of the view that a period of four years for the teaching of English would be all right from the educational point of view, but that the Bombay State should not be isolated from the other States where English was being taught for a longer period. On the whole, he thought that a period of six years for the teaching of English might do, but that provision for the teaching of English should be made both in Primary and Secondary Schools. Shri M. T. Vyas, Principal, New Era School, Bombay, who was a member of the Mudaliar Commission on Secondary Education, suggested, on the whole, that the teaching of English should be started from Std. V if it was to be made compulsory and that there should be no distinction in this respect between the rural and urban schools.

25. There were however, certain associations and educationists who favoured the teaching of English for a shorter period, say from Std. VII or VIII. The Navsari Secondary Teachers' Association supported the teaching of English optionally from Std. VIII and the Poona Secondary Teachers' Association favoured the teaching of the subject compulsorily from Std. VIII. The West Khandesh Head Masters' Association was inclined to recommend the teaching of English compulsorily from Std. VIII with the option to drop it at the final stage.

26. Shri C. C. Shah, President of the Bombay State Federation of Head Masters' Associations, was *personally* of the view that English should be taught from Std. VIII, and that even with four years' teaching, it should be possible to improve the standard by using better methods and intensive teaching. The Secretary of the Gujarat Congress Committee, Shri Thakorebhai Desai, was definitely opposed to the teaching of English from Std. V. He thought that for the common man it was not at all necessary to learn English and that those who had ambition and who did feel the need of studying English could find means and opportunities to do so. He was of the view that the existing practice of equating a 'knowledge of English' with 'education' should go as early as possible. Kum. Indumati Chimanlal Sheth, a former Minister in the Bombay Cabinet, held that, from the educational point of view, the teaching of English should start from Std. VIII. Even in Marathwada and Vidarbha, there was a very small section of opinion favouring the teaching of English for a shorter period at the school stage. For example, Principal Thatte in Aurangabad suggested the teaching of English from Std. VIII, while Principal Pandharipande in Nagpur advocated its teaching from Std. IX.

Language scheme recommended by the Board of Secondary Education, Bombay State

27. It may also be noted that the Board of Secondary Education of the Bombay State in a meeting held on September 14 and 15, 1957, had considered the following two three-language formulæ decided upon by the All India Council for Secondary Education in its meeting held on 11-1-1956, which were also considered by the Central Advisory Board of Education and which had asked the various States for their views on the formulæ—

1st Formula—

- A—(i) Mother tongue or
- (ii) Regional Language or
- (iii) A composite course of the mother tongue and a regional language or

- (iv) A composite course of the mother tongue and classical language or
- (v) A composite course of the Regional language and a classical language.

B—Hindi or English.

C—A Modern Indian or Modern European language, provided it has not already been taken under 'A' and 'B' above.

2nd Formula—

A—As above.

B—English or a Modern European language.

C—Hindi (for non-Hindi speaking areas) or another Modern Indian language (for Hindi speaking areas).

The Board accepted in principle the second formula with regard to the language pattern in Secondary Schools, and expressed the view that under 'C' English should be studied in all Secondary Schools as far as possible, but in order to meet the view-point of certain sections it recommended formula 2 with a slight adjustment to suit local conditions.

Under the Board's scheme, the study of the mother tongue will begin in Std. V and continue up to X and XI in Secondary and Higher Secondary Schools respectively. The study of languages under 'B' and 'C' will begin in Std. V and will continue up to X and XI in Secondary and Higher Secondary Schools respectively.

Languages under 'A' and 'B' will be compulsory for the S. S. C. or Higher Secondary Examinations, whereas the language taken under 'C' will be optional at both these Examinations.

In order to offer equal opportunities to all the pupils in the State, the Board considered that Local Authorities should make provision for the teaching of English in Stds. V-VII of Primary Schools also along with some other Indian language under 'C'.

It would appear that in essence the recommendation of the Board of Secondary Education amounts to the provision of facilities in schools for offering English or a regional language other than the local regional language in addition to the local regional language. In actual practice, by large, English will be offered in preference to another regional language. Also, there may be difficulties in finding well qualified teachers to teach a regional language other than the local regional language. For example, in Gujarat and Saurashtra it may not be easy to find trained teachers competent to teach Marathi on a large scale.

Kunzru Committee's views about English

28. It may be pointed out that some time back the University Grants Commission had appointed a Committee presided over by Pandit H. N. Kunzru to examine the problem of the medium of instruction at the University stage and to recommend ways and means of securing an adequate proficiency in English at the University stage. This Committee submitted its report which was considered by the Commission in its meeting held on December 4, 1957, and the Commission considered that English should be taught for six years at least beginning at the Post-Junior Basic or Primary stage. The Commission noted that under the present arrangement in Madras, there was provision for the teaching of English for seven years and that this might be commended to the other States. The Kunzru Committee in the course of its report has remarked "we found that the practice in the various States in the matter of teaching of English in the High Schools varied considerably. From a large number of replies received to our questionnaire and in the opinion of many persons with whom we discussed the matter, it would be desirable to teach English as a compulsory subject in all our High Schools for a period of six to eight years. The convenient point at which to introduce the English language may be the Post-Primary or Junior Basic year i.e., the V Class. Even with eight years of English teaching at the school stage, it would be difficult to obtain a reasonably high standard in English without the use of more efficient methods than those that appear to be used in most of our schools today. It would be necessary to have the methods of teaching English at the schools carefully examined so that the teachers might be suitably trained and the benefit of the latest techniques in the study of foreign languages made available to our teachers and students".

It will be seen that while the Kunzru Committee recommended a six to eight years' period for the teaching of English in Secondary Schools, the University Grants Commission is of the view that English should be taught for a minimum period of six years. The Commission has also recommended for the consideration of the other States the present arrangements in Madras providing for seven years for the teaching of English.

Views of certain members of the Central Government

29. We should like to refer here to the views expressed by certain responsible members of the Central Government on the question of English at the Conference of the Education Ministers of Part 'A' and 'B' States held by the Government of India in New Delhi in September, 1956, under the chairmanship of the Union Education Minister for an exchange of views on the question of implementing the II Five-Year Plan of Educational Development. The Prime Minister of India is reported to have referred at this Conference to the importance of teaching English in schools and to have remarked that he

was convinced that the effective training of scientists and technologists could not, under the present conditions, be carried on through an Indian language. He is also reported to have observed that there was no sufficient technical literature available in any of the Indian languages, that a foreign language had to be taught for the purpose of training and for keeping in touch with the technological advances in the more progressive countries of the world (e.g., the U. S. S. R.) where it was obligatory for students in schools to learn one foreign language, that it was understood that the majority of students in Russia took up English and that in India for historical reasons, English would be the obvious choice.

Moulana Abul Kalam Azad, the then Union Minister for Education, is reported to have expressed the view that English should be retained in the Secondary Schools on a compulsory basis, that this was necessary to keep oneself in touch with the development of science and technology in other countries, that about 75 per cent. of the scientific journals were today published in the English language and that the vast industrial development programme contemplated in this country and the consequent training of scientists and technologists involved, it was essential to organise the teaching of English in schools effectively.

In regard to the question of teaching English in Secondary Schools, this Conference expressed the view that having regard to the necessity of learning a modern European language for further studies in science and technology, English should be taught as a compulsory subject both at the Secondary and the University stages and that it should also be taught in the corresponding classes of the Middle School, the Senior Basic School and the Lower Secondary School. The Conference was also unanimous in its view that English should not be introduced earlier than Class IV and that such early introduction was educationally undesirable and did not necessarily result in the attainment of a higher proficiency. The Conference did not, however, fix the precise point at which English should be started but left it to each individual State to decide when it should be introduced during the Middle stage. The Conference further recommended that the State Governments should take such steps as might be considered appropriate to ensure that at the end of the Secondary stage students acquired an adequate knowledge of English so as to be able to receive education through this language at the University level.

Regarding the two alternative language formulæ proposed by the Central Advisory Board of Education (vide p. 3-4) the Conference favoured formula II with the modification that under 'B' only English was retained. According to this formula Hindi could be made a compulsory subject for non-Hindi speaking areas.

It will be seen that although the Conference of State Ministers presided over by the Union Minister for Education, did not fix the precise point at which English should be started during the Middle stage, it has left no doubt about its view that English should be taught as a compulsory subject at the Secondary stage and that it should also be taught "in the corresponding classes of the Middle School, the Senior Basic School and the Lower Secondary School".

The Conference went a step further and decided that "the academic standards of the Senior Basic Schools, the Middle Schools and the Lower Secondary Schools should approximately be the same and that wherever English is taught in the Middle School stage, it should be taught in the Senior Basic Schools also".

It will be seen that the Conference saw no objection to teaching English even in Senior Basic Schools in those areas where English is taught in the Middle School and the Lower Secondary Schools.

30. We have also taken note of the fact that the statistics recently published by the UNESCO reveal that about 70 per cent. of the books, periodicals and articles of an original character published on technical subjects are in English.

Opinion of the Assessment Committee on Basic Education about English

31. The Assessment Committee on Basic Education in its report has the following remarks to make about the teaching of English in Basic Schools :—

"The question of teaching English in Basic Schools was brought up again and again as we travelled in the four States. The argument was always that so long as English is required in High Schools, it must not be omitted at least in the Senior grades of Basic Schools. We found it difficult to resist this pragmatic argument. It stands to reason that if the Higher education available in High Schools requires English, there should be provision for teaching it in the Senior grades of Basic Schools and specially when similar provision is made in all non-Basic Higher Elementary Schools. We have no doubt that the day will come when English will cease to be taught in Basic Schools and when there will be a sufficient number of Post-Basic Schools which will not require English for entrance. But till then, we cannot run away from the existing situation. Our suggestion, therefore, is that so long as English is required in High Schools, provision may be made for the teaching of English in the Senior grades of Basic Schools on an optional basis".

Draft Syllabus in English framed by the All India Council for Secondary Education

32. We have carefully analysed the evidence placed before us by eminent educationists, experienced teachers and seasoned administrators including some of the Collectors of the Districts etc. We have had the benefit of the views of persons who can be said to have had what is known as the actual "firing line experience". We have also considered "the draft syllabuses for Higher Secondary Schools" circulated by the All India Council for Secondary Education, which were recently examined by the Department of Education and the S. S. C. Examination Board jointly and which lay down a six-year course in English. The Courses Committee in English of the S. S. C. Examination Board has expressed the view that the Higher Secondary syllabus in English covers a period of six years from 11 *plus* to 17 *plus*, that in the State of Bombay, English, except when it is the mother tongue of the pupil, is studied for four years only and that a mere modification of the existing four-year course of studies that obtains in the State will not bring the syllabus up to the Higher Secondary Standard.

Apart from the fact that the syllabus in English as drafted by the All India Council for Secondary Education for the Higher Secondary stage is intended to cover a period of six years, we are faced with the problem of not merely adding one year to the duration of the school course in this State, but whether the teaching of English should start at the age of 11 + so that Secondary Schools should provide for the study of English for six years before the completion of the Higher Secondary stage. The syllabus in English aims at a complete mastery (understanding, speaking, reading and writing) of a 2,000-words vocabulary and of the phrases and idioms commonly associated with these words, and it would appear to be difficult for the common run of students to reach this standard within a period of four or five years.

Variety of practices in the matter of teaching English

33. It will be seen that there are three practices in the matter of teaching English in Secondary Schools—

- (1) The practice of teaching English from Std. VIII as in the old Bombay State ;
- (2) The practice of teaching English from Std. VII as in Saurashtra and Kutch ; and
- (3) The practice of teaching English from Std V as in Vidarbha and Marathwada.

34. The question which confronted us was not merely as to which practice we should recommend for general adoption in all the regions of the State. We had to devise an arrangement which represented a golden mean between the opposing views held on the position of English in the school curriculum. We had also to satisfy ourselves that any such arrangement was educationally sound and would provide for the effective teaching of English at the school stage. In the wider interest of the country it is very desirable that English should be replaced by the regional languages at the University stage and that the language of administration and of the courts should also be the Indian languages. For admission to the public services and at all competitive examinations, English should be replaced by the regional languages and Hindi. Views were expressed before us that a change of such magnitude is not likely to materialise within the foreseeable future and that in the meantime incalculable harm is likely to be done to our rising generation if adequate arrangements are not made for teaching English effectively in schools. On the other hand a section of educational opinion pressed for increasing importance to be attached to a proper study of the regional languages. It was also urged that in a non-Hindi speaking area such as the Bombay State, the study of Hindi should receive an adequate measure of attention in the school curriculum. There can be no question as to the desirability of replacing English by the regional languages and by the national language in all administrative and educational spheres as soon as such a measure is practicable, and we are definitely of the view that the extent and scope of the provision for the teaching of English at the school stage should be conditioned by this overall consideration. We do not share the pessimistic views expressed before us that the replacement of English by the Indian languages is not likely to materialise within the foreseeable future. We have no doubt that the leaders who have the reins of administration in their hands at the Centre and in the States are anxious to implement faithfully the policy laid down in the Constitution about the national language. But we cannot altogether ignore the logic of facts and the stresses and strains of the transitional stage through which the nation is passing. We are afraid that this transitional phase is likely to be a long one, as many hurdles will have to be crossed and a number of practical difficulties will have to be solved. As practical educationists, we must, therefore, suggest ways and means to meet adequately the requirements of this long transitional phase, so that the interests of our rising generation may be safeguarded. We had also to take into consideration the variety of patterns in the component parts of the new State and to devise a scheme which would lead to an educational and emotional integration.

35. The decision to teach English from Standard VIII in the old Bombay State, the evidence shows had been reached hastily. Even to this date, the target to be achieved at the end of four years has

not been fixed, a scientific study as to the methods to be adopted to reach that target has not been undertaken, no data have been collected during the few years that have elapsed as regards the achievement of pupils, no special teachers have been trained for English and no comparative study as regards the deterioration or otherwise of the standard has been undertaken. On the contrary, the decision has created dissatisfaction among the parents, there has been an exodus of pupils from ordinary schools, resulting in a tremendous rush to English teaching schools, the pockets of parents have been taxed by way of fees for special English classes out of school hours, mushroom unrecognised English classes have sprung up in a number of towns and cities, and there has been a State-wide movement for lengthening the period of teaching English.

36. The situation in Saurashtra and Kutch where the second practice is in vogue is about the same as that in the old Bombay State. Vidarbha and Marathwada have no such problem, although it cannot be stated definitely whether the standard of attainment in schools there even in English—apart from that in other subjects—is higher than that in schools in Bombay or Saurashtra and Kutch.

37. The evidence before us was overwhelmingly in favour of teaching English from Standard V, although a section of education opinion, though very small, but impressive, favoured the restriction of the study of English to four years. A weighty argument in favour of a longer course of English was from the view-point of the utility of a knowledge of English in life. It was pointed out to us that even in the petty jobs of Postman, Peons, Constables etc., or the Gumastas in business, a knowledge of English was essential. The West Coast areas emphasised the need for the knowledge of English for the Khalasis in the Indian Mercantile Marine. A veteran and influential Parliamentarian laid stress on the need for the knowledge of English for Kutchi lads joining business in Africa or in cities like Bombay and Calcutta. All this evidence is quite impressive even if we were to brush aside the argument about the need of English in competitive examinations for higher administrative, police, military and Foreign Embassy services.

38. Weighing all this evidence before us carefully and in spite of our anxiety to reduce the importance of English in the wider national interest, it was difficult to resist the conclusion that the teaching of English should start from Standard V.

39. As, however, the question vitally affects the Upper Primary stage as well, we arranged for joint meetings with the Integration Committee for Primary Education when the whole position was

exhaustively and critically surveyed by us in the light of the factual material and evidence collected and we came to unanimous conclusions on this question.

40. We feel that till the Government of India decides to change the language of administration and judiciary at all levels from English to the regional or the Federal language and the examination medium at competitive and other public examinations is changed to the regional and the Federal languages, English should be taught for a longer period than at present. Keeping in view the strong educational opinion, though of a minority, to teach English for a shorter duration, we feel that the teaching of English should not be compulsory but optional and that managements and schools, which desire to provide for the teaching of English for four years only at the higher level which can normally be reached only within seven years, by adopting better methods etc., should be allowed to do so. While reducing the period for English the old Bombay State Government, realising the need for teaching of a Craft in the Primary and Secondary stages, introduced Craft teaching as one of the compulsory subjects. This is very healthy addition to the syllabus and we feel that English should not be reintroduced in Standard V—VII at the sacrifice of a Craft, but that the time for teaching English should be found by a suitable adjustment in the time-tables and the revision of the syllabus in other subjects. We also feel that provision for the teaching of English should be made in all areas, urban and rural, and in all schools teaching Standards V—VII. As we are suggesting option to pupils and parents in the matter of English, we realise that there would be schools where suitable teachers would not be available or that managements would not be willing to introduce English on educational and other grounds and we, therefore, feel that the introduction of the teaching of English in Standards V—VII should depend on (i) the local public demand to be decided by the School Boards or managements, (ii) the availability of teachers, and (iii) the option to children in the matter of learning it.

RECOMMENDATION 21

We recommend that the teaching of English may start from Standard V on an optional basis depending on—

(a) the local public demand, which should be ascertained by the managements of schools and the local bodies (District School Boards or Municipal School Boards) whose decision in the matter should be final;

(b) the availability of teachers; and

(c) the option to children in the matter of learning English.

RECOMMENDATION 22

We further recommend that if provision for the teaching of English is made in Standards V—VII, it should not be a substitute for Crafts, but that the period for the teaching of English should be found by a suitable adjustment of the time-table.

41. One member of our Committee Shri Harbhai Trivedi is not at all reconciled to the Committee's recommendations to introduce English from Standard V even on an optional basis and he feels that the step taken by the Bombay Government in abolishing English was a very wise one and should not be retraced. He feels that the best course is to move the Government of India to introduce the National Language and/or the Regional Language as the language of administration, to introduce Indian languages as the medium of examination for all public competitive examinations, the State Governments to adopt the Regional Language as the language of administration and judiciary and to persuade the Universities to adopt the Regional Language as the medium of instruction at all stages. If this is done, he feels that there would be absolutely no need to introduce English in Standard V. He also feels that the arguments advanced in this chapter are nothing but the difficulties to be faced by the State Governments to overcome the indifference maintained upto now and put the right things in right order. Lapses and difficulties should not be allowed to hamper the progress of national ideals.

42. We would like to point out here that in the course of our enquires, it was repeatedly urged by experienced teachers, heads of schools and educationists that the Department at present exercised a far greater measure of control over schools in the matter of time-allotment for the various subjects, and the scheme of teaching and that in no advanced country was the freedom of school inhabited to such an extent by departmental control, and that from the educational point of view it was very desirable and sound for schools to be left reasonably free to adjust their time-table and to plan the schemes of teaching, work and projects to suit their individual requirements and to conform to the aptitudes, interests and capabilities of their pupils, the Department laying down merely the minimum requirements, standards and targets to be attained by the schools at the end of each stage. We consider that this is an unexceptionable principle which is educationally highly sound and that it is very desirable that the Department should allow schools such freedom and latitude as is compatible with educational efficiency and leave the schools reasonably free to adjust the time allotment to the various subjects according to their requirements. If this policy is followed, schools where provision for the teaching of English is made on an optional basis from Standard V, will be left free to find

the necessary time for the teaching of English by a suitable adjustment of their time-tables subject to the condition that the minimum requirements, standards and targets laid down by the Department are reached by the schools concerned at the end of each stage.

43. It might not be possible for provision to be made for the teaching of English in all Upper Primary Schools, and pupils passing Standard VII in Upper Primary Schools, where there is no provision for the teaching of English, might find it difficult to join Standard VIII of a Secondary School, and to work with other pupils in the standard who have learned English already for three years in Standards V—VII. To meet the requirements of such pupils and to facilitate their admission into the High School or the Higher Secondary stage, it is desirable to revive the special one year's classes in English, which existed prior to 1948, before the removal of English from the Middle stage. It is true that such pupils will take one year longer for admission into Standard VIII of a High School or a Higher Secondary School than pupils who have studied at Upper Primary Schools, where there is provision for the teaching of English from Standard V, but the provision of one year's special classes during which three years' English could be done in one year will not altogether debar from admission into Secondary Schools pupils completing Standard VII in Upper Primary Schools where there is no provision for the teaching of English, and seeking admission to Secondary Schools. Such classes existed in the old Bombay State and did help the needy students substantially.

RECOMMENDATION 23

We recommend that provision be made generally on the pre-1948 lines for a special one year course in English for P. S. C. passed pupils or for those who complete Standard VII without English.

44. Many of the witnesses who gave evidence before us underlined the need for providing for English at the S. S. C. stage at two levels—the Higher level and the Lower level so as to meet the cases of pupils who—

(a) may have studied English for seven years, from Standard V;

and

(b) may have studied English for four years only from Standard VIII, having come from Upper Primary Schools where there may not be provision for the teaching of English from Standard V, nor for the provision of a special English class as recommended above.

It was also urged that there might be pupils who might not have learned English from Standard V, but who might have a special aptitude for languages or might be specially gifted, who might be

able to learn English at the higher level, even if they started the study of the language from Standard VIII, so that they might be able to complete the seven years' course of English within four years. There might be schools that would prepare pupils for the higher level even with four years of English by adopting better methods, employing better teachers and confining teaching to selected pupils. Such pupils should be allowed to take English at the higher level. It was further represented to us that some of the pupils who might start the study of English from Standard V, might not have a special aptitude for languages, and might find it difficult to reach the higher standard in English, even after a seven years' study of the language and that it would be desirable to allow option to such pupils to offer English at the lower level at the S. S. C. Examination. We consider that there is force in these arguments and

RECOMMENDATION 24

We recommend that at the S. S. C. stage, provision be made for offering English at two levels—

(a) at the higher level normally based on a seven years' course of English,

and

(b) at the lower level normally based on a four years' course of English,

pupils being allowed to take either of the two courses at the S. S. C. Examination, irrespective of the period for which they have studied English.

It is possible that by adopting improved teaching techniques and using methods and procedures which have been developed for the teaching of foreign languages in advanced countries, certain schools may be in a position to prepare pupils for the higher level in English within a period of four years and we are of the opinion that such schools should be given special encouragement so that they may carry out experiments in this direction. We shall deal later in our report with the question of training teachers in the teaching of English, while discussing the problem of teacher-education.

RECOMMENDATION 25

We recommend that schools experimenting in the teaching of English from Standard VIII should be encouraged to prepare pupils for the higher level in English.

Hindi

45. There was a fair unanimity of opinion about the position of Hindi in the School curriculum. Representative Organizations such as the Federations of Head Masters' and Teachers' Associations in:

the various regions advocated the teaching of Hindi from Standard V and the consensus of opinion appeared to be that the language should be compulsory even at the final examination. The Hyderabad State Teachers' Union, Marathwada Region, however, favoured the teaching of Hindi from Standard III and suggested that Hindi should be one of the subjects at the public examination. The Regional Deputy Director of Education for the Aurangabad Division was, however, of the view, as expressed in his written reply to the Committee's questionnaire, that Hindi being a second Regional Language in the Marathwada area, might start from Standard VI and that no difficulty would be felt in reaching the requisite standard by studying it even for four years. A section of educational opinion in Maharashtra, however, favoured the restriction of the teaching of Hindi to three years, e.g., Sir Raghunath Paranjpe, Vice-Chancellor of the Poona University, was of the view that the teaching of Hindi should be reduced to three years, on a compulsory basis and should start from Standard VIII. Dr. D. D. Karve, M.L.C., in his oral evidence before us, observed that Hindi was very much easier to learn for students with a Sanskritic Language such as Marathi or Gujarati as the mother tongue and could easily be learned in three years. He added that thousands of persons appeared for and passed Hindi Examinations conducted by various agencies after a study of a couple of years. He, therefore, suggested that Hindi should be taught in Standards VIII, IX & X only. Professor R. P. Patwardhan, who was for some time the Director of Education in the Bombay State, in his oral evidence before us, was of the view that Hindi was akin to the regional language and might start from Standard VI.

46. The S. S. C. Examination Board of the Bombay State was of the view that the teaching of Hindi should begin from Standard VI, but the Board of Secondary Education, Bombay State, recommended the introduction of the teaching of Hindi from Standard V.

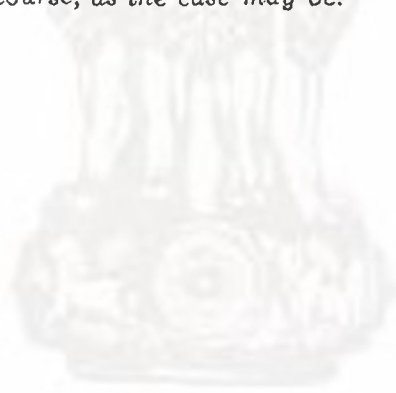
47. Hindi is much easier to learn and does not stand on the same footing as a foreign language, which is altogether unfamiliar. The use of Hindi by All India Radio in its broadcasts and by the large majority of Indian pictures in dialogues, songs, etc., has brought it, in an increasing measure, into touch with almost every section of the Society in the remotest part of the country. We have no doubt that within the predictable future Hindi will assume its position as the Federal language with all its implications and will play its role adequately in the administrative, educational and other fields and will be the means of inter-State communication. We, therefore, attach the greatest importance to a proper study of the language. At the same time we recognise the force in the argument put forward by a section of educationists that it should not be difficult for a student to reach a proper standard in that language by studying it for a shorter period. We feel, however, that a student

at the secondary stage should maintain a continuous contact with that language, on the understanding that such schools as desire to do so, may teach Hindi on the basis of a shorter time allotment per week.

48. We have also considered the question which was raised in some quarters about the desirability of starting the study of Hindi and English simultaneously at the school stage. In view of what we have said above, we do not consider that the study of Hindi involves complexity to the same degree or presents difficulties to the same extent as that of a foreign language, and we, therefore, see no great objection to the study of Hindi starting simultaneously with that of English at the school stage.

RECOMMENDATION 26

We recommend that Hindi should be taught as a compulsory subject in Standard V—XI. In view, however, of a section of opinion which holds that it is possible to reach a proper standard by teaching Hindi for a shorter period, we suggest that the Department should permit schools which so desire, to teach Hindi on the basis of a shorter time allotment per week, provided schools adopting such a course undertake to reach the minimum requirements, standards and targets laid down by the Department to be attained at the end of ten years' or an eleven years' course, as the case may be.



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CHAPTER IV

ADMINISTRATIVE REORGANIZATION

Nature and Scope of the Enquiries made by the Committee

The terms of our reference require that we should survey the existing patterns of educational administration at the Secondary stage in the different regions of the new State and make proposals for their integration. We were also asked by Government to submit in advance interim proposals on the administrative aspects of Secondary Education. To have an idea of the patterns of educational administration in the new regions we, therefore, obtained detailed information from the Officer on Special Duty (Education), Nagpur Division, the Divisional Deputy Directors of Education, Rajkot and Aurangabad and the Special Officer (Education), Kutch. In the course of our tours of the various regions we tried to familiarise ourselves with the administrative set-up in each area and to obtain first-hand information about the administrative machinery and general lines on which it was functioning in the various component parts of the State. We also interviewed the Divisional Heads of educational administration in the new areas and Educational Officers under them closely associated with educational administration and ascertained their views as to how the present administrative system was operating in their areas and the changes which in their opinion were necessary to improve it. We also had informal talks in regard to the administrative machinery with the Officers in the office of the Director of Education, Poona. We also took an opportunity to discuss with some of the District Collectors in the new divisions and with one Divisional Commissioner the nature and scope of the changes which were needed in the pattern of educational administration in the new set-up. Before outlining our proposals for an integrated administrative machinery, we give below a brief account of the existing administrative set-up in the new State.

At the State and Divisional Levels

2. The Department of Education in the new Bombay State is in charge of the Minister for Education and the orders of Government on policy questions and other matters referred to Government are communicated through the Secretary to Government, Education Department, to the Director of Education who is the head of the Education Department. The Director is assisted in the administrative work by two Joint Directors of Education and four Deputy Directors of Education in the B. E. S. Class I. The Administrative Regionalisation Scheme has recently been brought fully into operation in the

Education Department and there are now six Divisional Deputy Directors as under :—

(I) Deputy Director of Education, Poona Division, Poona, which consists of the following districts :—

- (i) South Satara.
- (ii) North Satara.
- (iii) Kolhapur.
- (iv) Sholapur.
- (v) Poona.
- (vi) Ahmednagar.

(II) Deputy Director of Education, Bombay Division, Bombay, which consists of the following districts :—

- (i) Greater Bombay.
- (ii) Ratnagiri.
- (iii) Kolaba.
- (iv) Thana.
- (v) Nasik.
- (vi) Surat.
- (vii) West Khandesh.
- (viii) Dangs.

(III) Deputy Director of Education, Ahmedabad Division, Ahmedabad, which consists of the following districts :—

- (i) Broach.
- (ii) Baroda.
- (iii) Panchmahals.
- (iv) Kaira.
- (v) Ahmedabad.
- (vi) Sabarkantha.
- (vii) Banaskantha.
- (viii) Mehsana.

(IV) Deputy Director of Education, Rajkot Division, Rajkot which consists of the following districts :—

- (i) Madhya Saurashtra.
- (ii) Gohilwad.
- (iii) Halar.
- (iv) Sorath.
- (v) Zalawad.
- (vi) Kutch.
- (vii) Amreli.

(V) Deputy Director of Education, Aurangabad Division, Aurangabad, which consists of the following districts :—

- (i) Aurangabad.
- (ii) Bhir.
- (iii) Nanded.
- (iv) Parbhani.
- (v) Osmanabad.
- (vi) East Khandesh.

(VI) Officer on Special Duty (Education), Nagpur Division, Nagpur, which consists of the following districts :—

- (i) Nagpur.
- (ii) Bhandara.
- (iii) Chanda.
- (iv) Wardha.
- (v) Amravati.
- (vi) Yeotmal.
- (vii) Akola.
- (viii) Buldhana.

3. In addition, there are in each Division Inspectresses of Girls' Schools. Those in the Poona, Bombay, Ahmedabad and Nagpur Divisions are in the Class I service while in the Rajkot and Aurangabad Divisions there are Assistant Inspectresses of Girls' Schools in the Class II service.

Variety of Administrative Patterns at the District Level

4. There is a variety of administrative patterns at the District level in the four main regions of the State and we briefly review below the existing district set-up in each region.

(Old Bombay State)

5. In the old Bombay State, a Division consisting of four to six districts used to be the unit of educational administration prior to 1953. During 1953-54, the *Divisional* Inspectorates were replaced by *District* Inspectorates in the interest of efficient administration at the district level. The report on education in the State of Bombay for 1953-54 has the following remarks to make on this question :—

“This decision was implemented during the year under report, with the result that constant and closer contact of Government with the educational problems of each district has been rendered possible. Similarly more effective co-ordination and supervision of the work of Administrative Officers and Deputy Educational Inspectors and improvement in the quality and frequency of

inspection have been ensured. Under the new administrative set-up, an Educational Inspector has been put in charge of one district, except in the case of those districts where the present extent of educational expansion did not warrant the appointment of a separate Educational Inspector, and these have been grouped each with its contiguous districts..... In the case of all other units comprising one or two districts, the Educational Inspector belongs to the B. E. S. Class I."

6. It will be seen that since 1953-54, in the old Bombay State, the district is the unit of educational administration and an Educational Inspector in the B. E. S. Class I is in charge of each district, except small districts which have been entrusted to Class II Officers. Appendix 'G' to this report gives a list of the districts in the old Bombay State, the number of (a) full-fledged High Schools, (b) Primary Training Institutions, (c) S. T. C. Institutes, (d) Pupils in Secondary Schools, (e) the area of each district, and the status of the Educational Inspector in charge of the district — whether in the B. E. S. Class I or Class II. It will be seen that very small districts such as * Amreli, Banaskantha, Sabarkantha and Dangs, in which the number of full-fledged High Schools is very small (in the neighbourhood of 20 or less), the District Educational Inspector is in the B. E. S. Class II, but in all other districts the District Educational Inspector is a Class I Officer and the number of full-fledged High Schools in these districts ranges from 17 to 303.

7. Under the Educational Inspector in the B. E. S. Class I there is one Deputy Educational Inspector in the B. E. S. Class II, who assists him in inspectorial and administrative work in the district. There are also a number of Assistant Deputy Educational Inspectors in each district under the Educational Inspector for the inspection of Primary Schools. Some of them are women for the inspection of Girls' Schools. Those of these officers, who are trained graduates assist the Educational Inspector in the inspection of Secondary Schools also. At present the number of Assistant Deputy Educational Inspectors has been sanctioned in the old Bombay State generally at the rate of one for about 60 Primary Schools and the number per district varies from 11 to 45.

Separate Administrative Agency for Primary Schools

8. There is a separate administrative agency in each district for the administration of Primary Schools, but we have confined our investigations to educational administration at the Secondary stage only.

*Since included in the Rajkot Division.

Nagpur Division

9. The following chart shows at a glance the administrative set-up in the Nagpur Division—

Officer on Special Duty (Education), Nagpur,
assisted by
four Divisional Superintendents of Education and
one Inspectress of Schools for Girls' Education.
(Provincial Class I Men's branch and Provincial Class I Women's
branch respectively).

D. S. E., Nagpur for District only.	D. S. E. Central Division for	D. S. E. East Berar Division for	D. S. E. West Berar Division for	Inspectress of Schools for all the eight districts.
	1. Wardha, 2. Bhandara, 3. Chanda districts.	1. Amraoti, 2. Yeotmal, districts.	1. Akola, 2. Buldhana, districts.	
Assisted by eight District Inspectors of Schools, one for each district, working in Provincial Class II cadre of Men's branch.				Assisted by three District Inspectresses of Schools (Provn. Class II—Women's branch).
Assisted by a team of Assistant District Inspectors of Schools working in Subordinate Educational service Class III. The number of such officers varies from district to district depending on the number of Primary Schools in the district.				Assisted by eight Assistant District Inspectresses of Schools, one for each District working in S. E. S. Class III.

The Officer on Special Duty (Education), Nagpur, is the Divisional head of the Department and exercises control over Primary and Secondary Education in the Division through the four Divisional Superintendents of Education who are Class I Officers and the Inspectress of Girls' Schools who is also a Class I Officer. He is directly under the Director of Education, Bombay State.

10. The Divisional Superintendents of Education supervise and control mainly Secondary Schools and are also in charge of Primary Education in their Division. But control over Primary and Middle Schools is exercised through the District Inspectors of Schools who are Class II Officers at the rate of one per district. The Divisional Superintendents of Education inspect High Schools and report on their condition and work and release grant-in-aid sanctioned by Government. The Primary Training Colleges are also directly under their control.

11. The Inspectress of Girls' Schools is in charge of both Secondary and Primary Schools for girls in all the eight districts, and is assisted by three District Inspectresses of Schools in the Class II.

each having two or more districts under her. The duties of the Inspectress and the District Inspectresses are broadly similar to those of the Divisional Superintendents and the District Inspectors of Schools respectively.

12. The District Inspectors of Schools inspect the Indian English Middle Schools, while the Girls' Schools are inspected by the District Inspectress of Schools. The other schools in the district are distributed among the Assistant District Inspectors of Schools and the Assistant District Inspectresses of Schools who are in the Subordinate Service. At each Tehsil Headquarters there is an Assistant District Inspector of Schools who is expected to keep in touch with the Janpad Sabhas and to help and guide them in educational matters. The headquarters of the Assistant District Inspectress of Schools is at the district place. On an average each Assistant District Inspector of Schools has to inspect up to about 60 schools in the range including Primary Schools, Senior Basic Schools and Indian Middle Schools. He has no office establishment.

Rajkot Division

13. In Saurashtra as explained above there is the Divisional Deputy Director of Education (Class I) in charge of educational administration of that area. He has replaced the Director of Education of the old State of Saurashtra. He has under him six District Educational Inspectors for the six districts who are Class II Officers. As already stated, there is also an Assistant Inspectress of Girls' Schools in Class II service and she is in charge of Girls' Education—Primary and Secondary. There are Deputy Educational Inspectors corresponding to the Assistant Deputy Educational Inspector (old Bombay State) in each district, varying from 6 to 24 per district. They are in charge of Primary Schools and their duties are administrative as well as supervisory.

14. In Kutch at present there is a Special Officer (Education) in Class I under the Deputy Director of Education, Rajkot Division, Rajkot. Under him there is one Deputy Educational Inspector on Rs. 220—500 and under him there are seven Assistant Deputy Educational Inspectors.

Aurangabad Division

15. At present there is a Divisional Deputy Director of Education in charge of educational administration in the division. He has under him 5 District Inspectors of Schools in Class II—one for each of the 5 old districts of Marathwada and a Class I Educational Inspector in charge of the district of Fast Khandesh since transferred to this Division. There is also an Assistant Inspectress of Girls' Schools in

*Excluding Kutch.

the Class II service. There are 86 Assistant Deputy Educational Inspectors to help the District Inspectors in the administration and supervision work of Primary Schools.

Proposals for an integrated administrative machinery

16. We consider that no changes are necessary in the administrative machinery at the State and Divisional levels beyond the devolution of certain powers, with which we shall deal later. The only suggestion we have to make for a change in the administrative set-up at the Divisional level is that now that the administrative regionalisation scheme has been brought into operation in the Education Department, the Divisional Officer in charge of the Nagpur Division, should be designated like other similar officers—"the Deputy Director of Education, Nagpur Division", instead of "Officer on Special Duty (Education), Nagpur".

Unit of educational administration

17. At the district level, there is a variety of administrative patterns, and it is desirable to have, as far as possible, a uniform administrative system throughout the State. The question depends largely on what should be the optimum unit of administration. In recent years there has been a good deal of discussion about the size of an administrative unit. For example, the International Study Team has observed, "the ideal size for a local educational authority is difficult to determine. Practice varies not only from country to country, but even within a country The average size, it would appear is largest in England and Wales. But the average size of a District Board in India is even larger. We feel that the area and population of a local educational authority should not be so large as to make effective contact between the individual citizen and the local school system difficult. If the community is to feel directly interested in, and responsible for, the provision of education for its children, such contacts must not be remote and vague". The Balwantray Mehta Committee on Community Development and National Extension Services, which submitted its report to the Planning Commission in November 1957, has advocated a pattern of democratic decentralisation, which envisages the abolition of District Boards and the establishment of representative Panchayat Samities at the Block level. The Committee favoured a smaller unit of administration than a district and suggested the Block as the basis for the purpose. The proposals made by the Balwantray Mehta Committee were discussed at the Seminar on "the Pattern of Rural Government", which was convened in February 1958, by the Indian Institute of Public Administration, New Delhi, and in his inaugural address at the Seminar, Shri V. T. Krishnamachari had remarked, "as regards the Panchayats, the Balwantray Mehta Committee have recommended the devolution of functions above the village to the Block. Others regard the district as more suitable. Prof

(D. G.) Karve inclines to this latter view. On this there should be no dogmatism. Every area should make its experiment with due regard to its own conditions". So far only the Madras and Mysore States have implemented the recommendations of the Balwantray Menta Committee.

18. As we have already pointed out, since 1953, the unit of administration in the old Bombay State is the district in charge of a Class I Educational Inspector, as a rule. We consider that the district is the most suitable unit of educational administration. The officer in charge of this unit is a key officer and his post is in the nature of a linch-pin in the administrative machinery and he should hold a position which should be comparable to that of district heads in other Departments such as the Collector, the Judge, the D. S. P. etc. This view is based on unassailable grounds. The centre of gravity is rapidly shifting from the urban to the rural areas due to the various schemes of rural development launched in recent years such as the Community Projects and National Extension Services Schemes. The expansion of Primary Education on a compulsory or voluntary basis has penetrated into the remotest parts of the country and Secondary and Vocational Education needs to be brought within easy reach of the villager and the agriculturist. The Education Officer must, therefore, be within 'striking distance' of the remotest part of the district so as to be easily accessible to the humblest villager or agriculturist, and he must be located in the district itself. He must also hold a strong and effective position so as to be able to decide local questions authoritatively and without delay. His status should, therefore, be that of a Class I Officer and he should have administrative and financial powers so as to be able to decide all questions of day-to-day administration without having to refer them to a higher authority. We shall deal later with the question of decentralisation, but we would like to point out here that delay in administration is an evil which has far-reaching consequences on public life, and which affects the very vitality of the administrative machinery so that it is of the utmost importance not only to improve the status and strengthen the position of the District Officer, but also to arm him with adequate administrative, executive and financial powers.

19. We may add that we made careful inquiries in our interviews with educational and revenue officers and others interested in education and educational administration, as to what should be the size of an administrative unit of education, and the view, by and large, was that for the time being the optimum unit for educational administration should be the district. This view was also endorsed by some Collectors and one Divisional Commissioner whom we met. We may add that the searching inquiries that we made about the actual working of the Bombay District pattern elicited the fact that the system had worked well both at the departmental and popular

levels. Most of the Heads of Secondary Schools in the old Bombay State in their oral evidence testified to the minimising of administrative delays, better supervision and control, easy availability of, and accessibility to, the officer and quicker decisions. On the whole, the district unit formula in the old Bombay State appears to have been worked well.

RECOMMENDATION 27

We recommend that for the time being an area not larger than a revenue district should constitute a unit for educational administration.

Designation of the District Officer

20. In this connection we would like to point out that the designation 'Educational Inspector' is neither a happy, nor an apt one. Inspectorial work has a connotation or a nuance bordering on 'policing' work, and the Mudaliar Commission suggested that an Inspector should be called an 'Educational Adviser' and the Regional Seminar of Head Masters and Educational Officers organised at Pachmarhi, in 1956, by the All India Council for Secondary Education, had accepted the suggestion of the Mudaliar Commission and had recommended that the Inspector should be called the 'Educational Adviser'. The term 'Adviser', however, does not convey the executive and supervisory work the officer has to do. It does imply advice and help but in the present set-up, this officer has to do supervision, guidance and execution of the policy laid down by Government. He has also to organise new aspects of education our young free nation has undertaken, and as such, the designation 'Adviser' would not, in our opinion, be adequate and appropriate. In our opinion, "District Educational Officer" would cover more fully the duties attached to the post and would at the same time remove the 'policing' idea implied in the word 'Inspector'.

RECOMMENDATION 28

We recommend that Officers in charge of districts who are at present designated "Educational Inspectors" or "District Inspectors of Schools" or "District Educational Inspectors" be designated as "District Educational Officers".

Criteria for the allotment of Class I Officers

21. As regards the principles and criteria which should regulate the allotment of Class I Officers to the various districts, it would appear from the statistics regarding the old Bombay State, embodied in Appendix 'G' to this report, that the considerations which have weighed with the Bombay Government in the allotment of Class I posts are based chiefly on (a) the area of the district; (b) the number of

full-fledged High Schools, Primary Training Institutions and S. T. C. Institutes in each district and (c) the special nature of some of the districts.

For example, the districts of West Khandesh, Kolaba, Panchmahals and Broach have a smaller number of full-fledged High Schools, Primary Training Institutions, etc. as compared with those in the other districts but have still Class I Educational Inspectors. These four districts have special problems in connection with the education of backward classes and hill tribes. Also, the areas of West Khandesh (5,391 sq. miles) and Panchmahals (3,500 sq. miles) are fairly large. These factors would seem to have chiefly influenced Government in allocating Class I posts to these districts. In other districts, the number of full-fledged High Schools, including that of Primary Training Institutions and S. T. C. Institutes, is about 40 or more, and we consider that a minimum number of 40 to 50 institutions including full-fledged High Schools, Primary Training Institutions and S. T. C. Institutes, in addition to the area of the district and its special nature, if any, should qualify a district for a Class I post of the District Educational Officer.

RECOMMENDATION 29

We recommend that steps be taken by Government, in consultation with the Director of Education and the local officers, to upgrade the posts of the District Officers in all areas which are not already in the B. E. S. Class I and to include them in the B. E. S. Class I, if the minimum number of institutions including full-fledged High Schools, Primary Training Institutions and S. T. C. Institutes in each district is about 40 to 50, with due regard to the area of the district and its special nature, if any.

RECOMMENDATION 30

We also recommend that districts which have a smaller number of institutions of the nature indicated above and which are contiguous, should be grouped together and that two such districts should form one unit of administration and placed in charge of one Class I Educational Officer. Such districts, however, as have special problems or justify a Class I officer on the basis of their special nature, should have a Class I Officer even if the number of Institutions in them is smaller.

22. We shall now consider the details of the administrative set-up in each area.

Nagpur Division

23. We would invite attention to Appendix 'I' to this report, which gives statistical information about the area of each district in the Nagpur Division, the number of full-fledged High Schools, Primary

Training Institutes and the number of pupils in Secondary Schools therein. On the basis of the criteria indicated above, the districts of Nagpur and Amravati alone would qualify for Class I posts, but the area of the Yeotmal, Akola and Chanda districts is fairly extensive. We consider that the question whether a district should have a Class I Educational Officer and which two districts should be treated as contiguous to constitute an administrative unit, is one which should be decided by Government in consultation with the Director of Education and the local officers, subject to the broad principles indicated by us above, and we therefore, do not consider it desirable to examine the case of each individual district in the Nagpur Division. According to our general recommendation made above the posts of Divisional Superintendents of Education will have to be abolished and the District Officers will have to be designated "District Educational Officers".

24. In the districts of Nagpur and Amravati, the number of full-fledged High Schools is 66 and 57 respectively and in addition, Nagpur has 9 Primary Training Institutions and one S. T. C. Institute, while Amravati has 4 Primary Training Institutions and one S. T. C. Institute. We consider that in such large districts, the District Educational Officer should have a Class I Assistant District Educational Officer, and

RECOMMENDATION 31

We recommend that Nagpur and Amravati districts may have each a Class I Assistant District Educational Officer to assist the District Educational Officer in his inspectorial and administrative work. Failing an additional Class I Officer in each of the two districts, we recommend that at least one common additional Class I Officer to help both the Educational Officers of Nagpur and Amravati should be given immediately.

RECOMMENDATION 32

On the Bombay Administrative pattern, we recommend that each district, whether it has an independent Class I Educational Officer or not, should have a Deputy Educational Inspector in the B. E. S. Class II, who should assist the District Educational Officer in the discharge of his administrative, executive and financial powers and in inspection work, and that he be designated 'Deputy Educational Officer'.

25. The Nagpur Division has an Inspectress of Schools in the Class I service for the Division. We consider that for each Division, there should be a Class I Inspectress of Girl's Schools on the Bombay pattern, and

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RECOMMENDATION 33

We recommend that the post of Inspectress of Girls' Schools in the Nagpur Division be retained in the B. E. S. Class I.

26. The Inspectress of Girls' Schools in the old Bombay State does not have administrative powers and her work is mainly confined to the inspection of girls' schools and tendering advice on problems connected with girls' education. The administrative pattern envisaged by us provides for the educational administration in each district to be in the hands of one Officer only viz., the District Educational Officer and we do not consider it desirable to suggest any water-tight compartments between the administration of boys' and girls' schools.

RECOMMENDATION 34

We recommend that steps be taken to bring the work and functions of the Inspectress of Girls' Schools in the Nagpur Division into line with those of Class I Inspectresses in the old Bombay State.

27. There are three District Inspectresses of Schools in the Class II service at Nagpur, Amravati and Akola and we do not consider that these posts are necessary in the new set-up. There are, in each district, Assistant Deputy Educational Inspectors (Women) in the Subordinate Service and if necessary, their number may be increased. When the work of the Inspectress is confined to school inspection only, it will not be necessary for her to have the assistance of District Inspectresses. As, however, there are three posts in Class II service at Nagpur, Amravati and Akola, we consider it advisable to continue them for the time being, and

RECOMMENDATION 35

We recommend that on the retirement of the existing incumbents of the three posts of District Inspectresses of Schools in the Class II service, or on their transfer elsewhere, the posts falling vacant be abolished.

Assistant Deputy Educational Inspectors

28. There are Assistant District Inspectors of Schools in the Subordinate Service in the Nagpur Division, ranging from 11 in the Wardha district to 22 in the Amravati district. They correspond to the Assistant Deputy Educational Inspectors in the old Bombay State. Assistant Deputy Educational Inspectors are mainly responsible for the inspection of Primary Schools and in the old Bombay State, those who are trained graduates assist in the inspection of Secondary Schools also. The number of such Officers should be adequate in each district for effective supervision and inspection and we consider that for the time being, there should be one such officer for about 50 to 60 Primary Schools.

RECOMMENDATION 36

We recommend that the number of Assistant Deputy Educational Inspectors for each district in the Nagpur Division should be regulated, as a rule, on the basis of one Assistant Deputy Educational Inspector for every 50 to 60 Primary Schools and that these Officers be designated 'Assistant Deputy Educational Officers'.

Rajkot Division.

29. In the Rajkot Division the Deputy Director of Education should continue as at present. There are six District Educational Inspectors for the six* districts, who are in the Class II service.

We invite attention to Appendix 'H', which summarizes statistical information in respect of full-fledged High Schools, Primary Training Institutions, etc., in each district in the Rajkot Division. It will be seen that the only district where the number of full-fledged High Schools and of Primary Training Institutions is 35 and approximates to the minimum of 40 laid down by us, is Madhya Saurashtra. On the other hand, Zalawad and Gohilwad districts have an area of 4,425 and 4,675 sq. miles respectively. As remarked by us above, we would leave to Government, the question of deciding, in consultation with the Director of Education and the local officers, which districts in this Division should have Class I posts in the light of the principles enunciated by us above and of the special conditions of each district, and which two contiguous districts should be grouped together and treated as a suitable unit of administration to be placed in charge of a Class I District Educational Officer, but we feel that Madhya Saurashtra, Zalawad and Gohilwad districts should each have a Class I Officer, while the other districts may suitably be paired so as to have a common Class I Officer for two districts.

RECOMMENDATION 37

We recommend that Madhya Saurashtra, Zalawad and Gohilwad districts of Saurashtra be each placed in charge of a Class I Officer who may be designated as 'District Educational Officer' and that the other districts of Saurashtra including Amreli be suitably clubbed so as to have a common Class I District Educational Officer for two districts.

RECOMMENDATION 38

We also recommend that in each of the six districts in the Rajkot Division, whether it is in charge of a Class I Educational Officer or whether it is grouped together with another district for administrative purposes, there should be 'Deputy Educational Officers' in the B.E.S. Class II, to assist the Educational Officers in the discharge of their executive, administrative and financial powers and in inspectorial work.*

* Excluding Kutch.

30. There is an Assistant Inspectress of Girls' Schools in the Class II service in this Division.

RECOMMENDATION 39

In conformity with the principles suggested by us above, we recommend that the Rajkot Division should have a Class I Inspectress of Girls' Schools with powers, duties and functions similar to those of Class I Inspectress in the old Bombay State.

Assistant Deputy Educational Inspectors

31. There are Deputy Educational Inspectors in the Subordinate Service in this Division in each district, who correspond to the Assistant Deputy Educational Inspectors in the old Bombay State. Their number varies from 11 in the Halar district to 22 in the Gohilwad district.

RECOMMENDATION 40

On the principles indicated above, we recommend that the number of posts of Assistant Deputy Educational Inspectors in each district in this Division be reviewed and increased where necessary generally on the scale of one Assistant Deputy Educational Inspector for about 50 to 60 Primary Schools and that these posts be designated "Assistant Deputy Educational Officers".

Kutch

32. Kutch was a Part 'C' State without the Legislature, under a Chief Commissioner, prior to the Reorganisation of States, and has special problems of its own. It is a border region. In order to have first-hand information about conditions in Kutch, we visited that area and toured in some parts of Kutch. We discussed the special problems of Kutch with the Local Educational and Revenue Officers and educationists, as well as Heads of Institutions and teachers. It will be seen from Appendix 'E' to this report, that the number of full-fledged High Schools in this region is only 14 and that there is only one Primary Training Institution. On the other hand, Kutch has an area of 16,724 sq. miles, including about 8,000 sq. miles of the Runn of Kutch. In view of the special nature of the region and backwardness of education therein, we consider that the District Educational Officer in Kutch should be a Class I Officer with adequate executive and administrative powers so as to be able to decide promptly and on the spot, local problems cropping up in day to day administration.

RECOMMENDATION 41

We recommend that the Special Officer (Education), Kutch, be redesignated 'District Educational Officer', and that the post should continue to be in the B.E.S. Class I.

RECOMMENDATION 42

Further, in view of the considerations urged by us above, *we recommend that the post of Deputy Educational Inspector in Kutch be retained and included in the B.E.S. Class II, and designated 'Deputy Educational Officer'.*

Assistant Deputy Educational Inspectors**RECOMMENDATION 43**

Keeping in view the general backwardness of the people and the sparsely populated nature of the area, *we recommend that the number of posts of Assistant Deputy Educational Inspectors in Kutch be reviewed and increased generally on the basis of one Assistant Deputy Educational Inspector for the number of Primary Schools not exceeding 50. We also recommend that, in view of the extremely backward condition of girls' education in Kutch, steps be taken to fill a good proportion of the posts of Assistant Deputy Educational Inspectors by women officers and that these posts be designated "Assistant Deputy Educational Officers".*

Aurangabad Division

33. Under the Divisional Deputy Director of Education, Aurangabad, there are 6 District Inspectors of Schools, five in the Class II service—one for each of the five old Marathwada districts viz., Aurangabad, Bhir, Parbhani, Nanded and Osmanabad, and one in the B.E.S. Class I for the East Khandesh district since transferred to this division.

We invite attention to Appendix 'J' to this report which contains statistical information about the area of each of the districts in question, the number of full-fledged High Schools therein and the number of Primary and Secondary Training Institutions. It will be seen that Osmanabad is the only district which has 32 full-fledged High Schools and one Primary Training Institution, while the number of full-fledged High Schools in the other districts ranges from 14 to 21. In view of the backwardness of education in the division it needs to be treated on a special basis, so that educational progress in the division may be accelerated and it may be brought into line as early as possible with the rest of the State. Subject to these remarks.

RECOMMENDATION 44

We recommend that the question of upgrading the posts of District Educational Officers in this division and of placing them in the B.E.S. Class I, as well as grouping together two contiguous districts to constitute one administrative unit, be examined in consultation with the Director of Education and the local Officers with due regard to the special conditions in Marathwada.

34. We may point out that even after grouping together two districts and placing them in charge of one Class I Officer, the minimum number of institutions laid down above may not be available, and it may need the clubbing of three districts. In view, however, of the backwardness of the division.

RECOMMENDATION 45

We recommend that no Class I Officer in this division be put in charge of more than two districts.

Deputy Educational Inspectors

35. On the principles enunciated by us in the foregoing paragraphs.

RECOMMENDATION 46

We recommend that in each of the five districts in question, excluding East Khandesh, whether it is placed under a Class I District Officer or grouped together with another district, there should be a Deputy Educational Inspector in the B.E.S. Class II to assist the District Educational Officer in his administrative, executive, financial and inspectorial work, and that the designation of the former post be changed to "Deputy Educational Officer"

Inspectress of Girls' Schools

36. There is an Assistant Inspectress for Girls' Schools in the Class II service in this division. The number of Primary Schools for girls is only 220 and of Secondary Schools is 10, and on the basis of numbers, a Class I Inspectress of Girls' Schools is not justified. Girls' education in this area is, however, grossly neglected and it will be necessary to put in special efforts to bring it on a par with other areas. For this purpose an officer with a drive and initiative and holding a post of adequate importance will be necessary.

RECOMMENDATION 47

We recommend that as a special case there should be a Class I Inspectress of Girls' Schools for this division.

Assistant Deputy Educational Inspectors

37. There are Deputy Inspectors of Schools in the Subordinate Service in the five old Marathwada districts corresponding to the Assistant Deputy Educational Inspectors in the old Bombay State and their number ranges from 10 to 12 per district. The total number of posts of Assistant Deputy Educational Inspectors in the five districts is 54 and that in East Khandesh is 32.

RECOMMENDATION 48

We recommend that the number of posts of Assistant Deputy Educational Inspectors be reviewed in the light of the recommendations made by us in this chapter and increased generally, if necessary, on the basis of one Assistant Deputy Educational Inspector for about 50 to 60 Primary Schools. We also recommend that the designation of the posts of Assistant Deputy Educational Inspectors be changed to "Assistant Deputy Educational Officers".

Changes necessary in the old Bombay State

38. We have made the foregoing recommendations on the basis of the district as the unit on the lines of the old Bombay pattern and ordinarily no change is necessary in the old Bombay State area. There are, however, a few districts, which though small, have a Class II Officer, and

RECOMMENDATION 49

We recommend that these districts be suitably grouped together and put in charge of a Class I Officer on the principles already enunciated.

39. In some districts, the number of institutions has increased on account of the rapid development of Secondary and Primary Education and some adjustments in the old order are necessary. According to the principles already indicated, in the old Bombay State, excluding Greater Bombay, which has a separate inspectorate, the following districts, which have 60 or more institutions, including High Schools, Primary Training Colleges etc. will need Class I Assistant Educational Officers to help the District Educational Officers—

District	No. of Institutions.
Poona	... 98 + 9 + 6
Ahmedabad	... 84 + 5 + 1
Kaira	... 70 + 2 + 2
Mehsana	... 64 + 1
Surat	... 71 + 4

RECOMMENDATION 50

We recommend that a Class I Assistant Educational Officer each be allotted to these districts to assist in the inspectorial, administrative, executive and financial work in the district.

The work in the Mehsana District in excess of the normal work for a District Educational Officer does not ordinarily justify the creation of an Assistant Educational Officer, but in view of the backwardness of the area and its extent,

RECOMMENDATION 51

We recommend that the Mehsana District should also be given a Class I Assistant Educational Officer.

RECOMMENDATION 52

We also recommend that the designation of "Deputy Educational Inspectors" and "Assistant Deputy Educational Inspectors" in the old Bombay State, be changed to "Deputy Educational Officers" and "Assistant Deputy Educational Officers" respectively, and that the number of latter officers be reviewed and increased per district, if necessary, on the basis of one Officer for about 50 to 60 Primary Schools.

Devolution of powers

40. We consider that to enable the Divisional Deputy Directors of Education to function effectively and effeciently, there should be a large-scale devolution of powers and decentralization of work, so that the Divisional Officers may be placed in a position where it should be possible for them to deal promptly, effectively and decisively with problems cropping up in day-to-day administration in the Divisions. Government have sanctioned the delegation of certain powers to these officers, but we would advise that the position should be re-examined in the light of our remarks. We are of the opinion that, so far as Secondary Education is concerned, the Divisional Deputy Director of Education should have full powers in respect of the recognition and grant-in-aid of non-Government Secondary Schools, and he should also have the necessary punitive powers enabling him to impose penalties in clear cases involving a breach of the rules, subject to the right of appeal by the schools concerned to the Director of Education against any penal action taken by the Deputy Director of Education. The Divisional Officer should also have the power to recognise Secondary Schools including Multi-purpose and Higher Secondary Schools up to the top standard subject to the standards laid down by the Director of Education.

41. In respect of Government Secondary Schools and the Inspectorate, the Divisional Officer should have full powers with regard to appointment, transfers and disciplinary control over the teaching and supervising personnel in his division. He should also have the power of transferring Class II Officers in his Division. Once the budgets of the various offices and institutions under his control are approved, the Divisional Officer should be competet to sanction expenditure against the provisions in the approved budgets and also in cases of emergency, to sanction expenditure up to a certain financial limit which may be determined by Government. For the purpose of sanctioning such expenditure of an emergent nature, each Divisional Officer should have at his disposal a reasonable allotment and rules

should be framed by Government subject to which he should be empowered to sanction expenditure from such allotment in urgent cases. In our tours in the various regions, complaints were received by us that references had to be made to the Head Education Office for the sanction of small expenditure and that much avoidable delay occurred in the disposal of such references. We consider that Divisional Officers should be competent to sanction expenditure up to a reasonable limit in urgent cases which may be fixed by Government without having to refer such questions to the Director of Education or Government. In view of the powers proposed above, we would suggest that only experienced and seasoned officers be appointed as Divisional Deputy Directors and administrative experience should be one of the vital requirements for this post.

RECOMMENDATION 53

We recommend that the following powers be delegated to the Divisional Deputy Directors of Education :—

(i) Recognition and grant-in-aid of non-Government Secondary Schools including Higher Secondary and Multi-purpose Schools up to the top standard.

(ii) Imposition of penalties in clear cases involving a breach of the rules, with the right of appeal by the schools concerned to the Director of Education.

(iii) Appointment, transfer and disciplinary control over the teaching and supervisory personnel.

(iv) Transfer of Class II Officers in the Division.

(v) Sanction of expenditure up to a reasonable limit to be fixed by Government with the necessary provision for it in the budget.

Provision for the training of Officers

42. In view of the expansion of educational activities and increase in the volume of work in the Education Department, there has been a large-scale increase in the administrative personnel, with the result that officers with a comparatively short service and experience, have had to be placed in responsible administrative positions. A natural result of such an arrangement is to some extent, a short-fall in administrative efficiency. We heard complaints not only about delay in the disposal of work in some cases but also about a lack of proper interpretation of the orders and rules in administrative offices. In a large administrative organization such as that controlled by the Education Department dealing with educational, academic and administrative matters, some delay in the disposal of work is unavoidable. We are conscious of the fact that the posts of Assistant

Educational Officers which may be attached to some districts will provide some ground for training Class I Officers, but the need for adequate training for Officers, particularly those recruited directly or from the teaching line, is imperative, and it is very desirable that adequate arrangements should be made for the training of such administrators. In this connection, we would like to point out that in 1956, the All India Council for Secondary Education had organised Seminar on Educational Administration at Srinagar and the Seminar has recommended that "arrangements should be made to provide effective training for educational administrators by developing short as well as full-length courses for the purpose, organising in-service Seminars, conferences and workshops for Educational Officers and by instituting a suitable system of apprenticeship under senior officers of the Department".

RECOMMENDATION 54

We recommend that steps be taken to work out a comprehensive programme of the short-term and long-term training of Educational Officers, and that new recruits to the Educational Service should not only have an adequate grounding in the principles of administration but should also have an opportunity of actual field work for a sufficient length of time under senior and experienced officers before they are put in independent charge.

43. We are aware that Departmental examinations have been prescribed for the various grades of the Educational Service in the administrative branch, but we understand that there are no effective institutional training arrangements for Officers newly recruited and also for the re-training of Officers who are already in service. These arrangements can be made at one of the Government Training Colleges by suitably staffing them for the purpose, and

RECOMMENDATION 55

We recommend that arrangements for training the newly recruited officers and for re-training the officers already in service periodically be made at one of the Government Training Institutions.

Provision for direct recruitment

44. We also consider that it is highly desirable to improve the quality of Officers in the B. E. S. Class II at the district level. The Deputy Educational Inspectors in the B. E. S. Class II are, as a rule, promoted from the ranks of Assistant Deputy Educational Inspectors. We consider that direct recruitment should be more extensively resorted to in the filling up of these posts, and that teachers in non-Government Secondary Schools who are well qualified academically and professionally and have had at least five years' teaching experience, should be given preference for such posts. The Inspecting Officers have to deal largely with non-Government Schools and

selecting hand-picked men from the teaching staffs of non-Government schools to fill posts of Deputy Educational Officers will enable the Department to have a better idea about the conditions in private schools, their weak and strong points and the measures necessary to improve them.

RECOMMENDATION 56

We recommend that in filling posts in the B.E.S. Class II at the district level, direct recruitment should be resorted to a greater extent and that teachers in private schools who are well qualified academically and professionally and have a good record with a minimum teaching service of five years, should be preferred and that the restriction about age in their case be waived.

Functions of the Office of the Director of Education in the new set-up

45. The proposals made by us in the foregoing paragraphs will involve a certain measure of additional financial liability but the financial effect of these proposals can only be worked out after Government come to a decision as to the districts which should be placed in charge of a Class I Educational Officer and the districts which should be grouped together for administrative purposes. We would, however, like to point out that in view of the devolution of powers and decentralization of work which we have suggested, the office of the Director of Education will normally have to concentrate on general planning, budgeting, co-ordination and consolidation and on the consideration of major policy questions. It should also function as a clearing-house for information on educational and administrative questions and as an agency for cross-fertilisation, bringing to the knowledge and within the reach of every section of the Department, results of investigations into, and experiments on, methods, techniques, organisation etc. in the educational field. It should be possible, therefore, to curtail the size of the office and to man it with a smaller number of experienced and hand-picked officers and personnel so as to enable the Director to discharge his/her responsible functions effectively and efficiently. A readjustment of the Director of Education's Office on these lines is likely to lead to a saving which would substantially off-set the additional expenditure on account of the above proposals. We are of the opinion that a time has come when the Directorate should initiate a careful examination of the office procedures and techniques followed in the Department in order to bring about a quicker movement of files and ensure decisions being taken more expeditiously at all levels by personal discussions and staff meetings. We consider that much of the delay in the disposal of work is due to an undue increase in 'paper work' and in the multiplication of references on all sorts of questions, and

RECOMMENDATION 57

We recommend that the possibility of minimising 'paper work' in administrative offices in the Education Department should be explored and that arrangements for an expeditious clearance of cases be made as far as practicable by personal discussions and staff meetings.

RECOMMENDATION 58

We also recommend that the Director of Education's Office should organise and send out Special Work Study Teams, with a view to studying the methods and techniques of work followed in subordinate offices so as to eliminate waste of time and energy and devise improved methods of work. There is at present a skeleton Research Unit in the office of the Director of Education and we would suggest that the Unit be adequately and suitably expanded so as to enable it to undertake, among other things, work of the nature suggested by us.

The Director of Education to be Secretary to Government

46. The Mudaliar Commission on Secondary Education has recommended that the Director of Education should at least have the status of a Joint Secretary to Government, while the International Study Team has gone a step further and recommended that "where the Director of Education is not the Secretary but only a Joint Secretary, the Secretary should be a person with professional experience in education".

RECOMMENDATION 59

We endorse this recommendation.

Need to democratise administration

47. In an earlier paragraph of this Chapter we have referred to "democratic decentralization". The Srinagar Seminar on Educational Administration which we have referred to above, has recommended, "Education Departments should make an earnest attempt to democratise administration by drawing teachers and other workers into comradeship, and by associating them with the formulation of educational schemes and policies. Instead of adopting a rigid, stand-offish attitude in personal and official dealings with their junior colleagues, Educational Officials should establish pleasant and democratic relations with them. They should also adopt a policy of according conspicuous recognition to good work done by teachers and educational officers in the Department". The Seminar has also laid emphasis on the need to give freedom to schools in the matter of initiating educational experiments and projects and in regard to "syllabuses, methods of teaching and examination and general

organisation of work". We have already drawn attention in another Chapter to the rigidity of control at present exercised by the Education Department over schools, particularly in the matter of time allotment for the various subjects and schemes of teaching followed in schools. We consider that Educational Officers should not only take into confidence, to an increasing extent, teachers and others engaged in educational work in the formulation and execution of educational programmes, but should leave schools reasonably free to carry out their work, including the organisation of examinations, time-tables, teaching schemes, experiments, etc. subject to the fulfilment of the minimum requirements, standards and targets laid down by the Department to be reached at the end of each stage.



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CHAPTER V.

PAY SCALES FOR SECONDARY TEACHERS.

The terms of reference, on which our Committee was asked to report, included, among other things, the question of the pay-scales of teachers at the secondary stage. From the general trend of the Government orders under which our Committee was appointed and the nature of the terms of reference to our Committee, we understood that the scope of our inquiry was confined to non-Government Secondary Schools and the service conditions, including salary scales, of the teaching personnel in such schools. Our investigations into the pay structure of secondary teachers are, therefore, restricted to those employed in non-Government secondary schools only.

2. The formulation of a scheme of pay scales for any class of employees usually presents difficulties, which are not easy of solution. Our task was, however, specially difficult, because we had to deal with a variety of schemes of pay scales, which are in operation in the four main regions of the Bombay State, each pay scheme presenting its own special features, which was formulated against the background and with due regard to general conditions peculiar to the region concerned. We had to devote a sizeable part of the time at our disposal to an examination of this question in all its bearings, as it affected vitally the interests of the teachers who, in our opinion, constitute the backbone of the system of school education. We took up the study of this problem with the full consciousness of its serious and far-reaching implications and of its probable impact, on the economy of the State. We, therefore, made careful and detailed inquiries about the pay structure of secondary teachers, particularly in the new regions, and consulted every section and shade of educational opinion and a large number of associations, societies, educationists and others representing a variety of interests. We examined a volume of documentary evidence consisting of a large number of written replies to the questionnaire issued by us and of notes, memoranda, representations, etc., sent to us by associations, organisations and individuals. We also interviewed and had a free and frank discussion in every region with representatives of associations, bodies, organisations and eminent educationists and others interested in education on the question of the pay scales of secondary teachers. In the course of our inquiries we tried, as far as was reasonably possible, to have some idea of the economic background of secondary school teachers, and our proposals are based not only on a careful and detailed factual investigation but also on the first-hand information obtained by us by personal contact and discussion with some of the teachers themselves and the accredited leaders of their representative organisations. Before dealing with the question of the suitability of a common pay structure for secondary teachers for the whole State, we would like

to review briefly the pay schemes in operation at present in each main region, along with such background information as we could obtain.

Pay scales of secondary teachers in operation at present in the main regions and background information about their development up to the present level

I. *The old Bombay State area*

3. For a long time even after the establishment of the Department of Education, no attempts at systematising the emoluments of secondary teachers or at paying them a living wage appear to have been made in the old Bombay State. During the initial stages, with the gradual enlargement of the scope of private enterprise in the field of Secondary Education, there was a steady rise after 1881-82 in the number of private secondary schools, and the predominant feature of the teaching profession at the time was the spirit of self-sacrifice which had inspired pioneering efforts leading to the establishment of private educational institutions, mainly as a result of the tradition established by organisations such as the Deccan Education Society. The teaching professions was held in those days in high esteem and veneration, and eminent teachers devoted their life-long service to the cause of education on very low remuneration. Teachers, who had joined the profession mainly for the love of teaching and in a spirit of patriotism and self-sacrifice were noted for a mode of life characterised by austerity standards and they were content to receive low scales of salaries.

4. It would not be altogether incorrect to say that the scales of salaries paid to teachers in Government schools have, as a rule, set the standard for the emoluments received by teachers in private schools. The teaching staff in Government schools in the old Bombay State was for a long time remunerated on a very low scale and up to 1921, or thereabout, the initial pay of a graduate teacher in a Government High School in the mofussil ranged from Rs. 40 to Rs. 50. It was only in 1921 that graduates in Government Secondary Schools were brought on to a scale of Rs. 70—200. However, within almost a decade, there was a drastic reduction in the pay scales of teachers in Government Secondary Schools, and all new entrants appointed after 1931 were admitted to the scale of Rs. 45—175. This rate of payment continued right up to 1948, when, as a result of the Central Pay Commission's recommendations, the scale of pay for graduate teachers in Government Secondary Schools was upgraded and restored to its pre-1931 level viz., Rs. 70—200.

5. It will be seen that even in Government Secondary Schools the level of payment in the case of teachers was very low, and this had naturally its repercussions on the emoluments paid to the teaching

personnel in private secondary schools. The Department of Education did not or could not take any effective action at improving or even systematising the rates of pay received by teachers in private high schools when teachers in Government schools themselves were paid at rates which were very low. It was only in 1940 that the Department of Education issued a circular informing heads of recognised secondary schools that under the Grant-in-aid Code Rule 5(g), school authorities were expected to specify clearly the terms of appointment and conditions of service of their staff when making appointments, that the Department considered that, among other things, a reasonable scale of salaries should be fixed for permanent teachers and that there should be provision in every school budget for the grant of increments due under the scale. Even then no scale of salaries was prescribed by the Department for the teaching staff in non-Government Secondary Schools, but for the guidance of the Departmental Officers the following minimum pay scales were laid down :—

1. Rs. 45 ... For graduates.
2. Rs. 50—90 ... For graduates holding the S.T.C. or the T.D. or the Diploma in Physical Education (Kandivali).
3. Rs. 50—100 ... For graduates holding the B. T. Degree.
4. Rs. 30—65 ... For non-graduates holding the S.T.C.

It was further laid down that the pay scale for teachers in Bombay should be higher by 10 per cent. and that for small mofussil schools the scales might be lower by 10 per cent. but that no full-time teacher should get less than Rs. 30.

6. It was only in 1947, when the Congress Ministry was in office, that steps were taken to improve the position of secondary teachers, and a Committee was appointed known as the Secondary Schools Committee to report, among other things, on the salary scales of secondary teachers. On the recommendation of this Committee, Government decided to introduce common scales of pay for secondary teachers. Accordingly trained graduates (B.A., B.T.) are eligible for the scale of Rs. 80—200, while trained Matriculates (holding the S.T.C. or the T.D.) are entitled to get Rs. 56—2—76—E.B.—2—80—E.B.—4—120. Government also sanctioned Dearness Allowance to members of the teaching staff in private schools at the same rates at which it was paid to Government employees holding similar posts. The introduction of the new scales under the recommendation of the Secondary Schools Committee constitutes an important landmark in the history of Secondary Education in the old Bombay State particularly because it signifies an attempt at parity, to some extent, between the rates of pay received by the secondary teachers in

Government schools and by those in non-Government schools. Hitherto the principle of equalising the pay scales of teachers in Government and non-Government schools had not been recognised, although, as already remarked, the remuneration received by Government teachers had, to some extent, its repercussions on the rates of pay received by teachers in non-Government schools. A variety of scales of pay and allowances was sanctioned by Government for the various types of teachers in non-Government secondary schools, as a result of the recommendations of the Secondary Schools Committee, and these scales have been summarised in Appendix 'K' to this report.

II. Saurashtra

7. The State of Saurashtra was constituted in February 1948, by the integration of more than 200 small States of Kathiawar. Before the formation of this State, there was no central Education Department for the whole area. Some of the larger States had Education Departments of their own, which functioned, more or less, on the lines of the Department of Education in the old Bombay State. But the smaller States had hardly any administrative organisation to control and guide the educational policy in the States. At the time of the creation of the State of Saurashtra, there was, therefore, a welter of pay-scales, and the educational staff in each State had apparently been recruited on principles and service conditions which varied from State to State, with the result that there were glaring disparities in the qualifications, emoluments and service conditions of the staff in the various States. Not only was there heterogeneity in the pay scales and service conditions of educational employees, but the scales of teachers' salaries were very low in most of the States. As far as we have been able to ascertain, graduates were paid from Rs. 45 to Rs. 60 and their maximum ranged from Rs. 75 to Rs. 90, while the emoluments of non-graduates ranged from Rs. 30 to Rs. 55. The strength of the total teaching staff in Secondary Schools prior to 1947, stood at 1370, of whom only 41 were trained graduates. After the Kathiawar States were integrated into the new State of Saurashtra, steps were taken to organise the educational system in the State on a proper basis. Teachers in Secondary Schools were integrated into a common cadre and revised pay scales were sanctioned for them.

8. The pay-scale for the Heads of Government High Schools (Grade I and Grade II) and for other teachers are as under :—

Pay-scales.	Heads of High Schools.
1. Grade I	Rs. 200—10—250—15—400 (more than 800 pupils).
2. Grade II	Rs. 170—10—250 (more than 600 pupils).

(G.C.P.) L-B Na 1177-7a

For graduate teachers, the scales are as under :—

Rs. 65—3—80—5—125—7—160—E.B.—8—200 with the starting pay shown as under :—

			Rs.
B.A.	...	...	77.
B.A., S.T.C.	...	...	80.
B.A., B.T.	...	...	85
B.Sc.	...	...	80.
B.Com.	...	...	80.
B.Com., B.T.	...	...	85

Graduate teachers who pass the Training Certificate Examination such as the S. T. C. or the T. D. are given Rs. 6 more in the starting pay in the above scale.

For Intermediate passed teachers the pay-scale is Rs. 52—3—70—5—130. For those who have failed to pass the B.A., B.Sc., or B.Com. degree examination the above pay-scale is made applicable with a starting pay of Rs 3 more.

For undergraduate (i.e., Matric or S. S. C. Examination passed) teachers, the pay-scale is Rs. 40—3—70—E.B.—5—90. Trained undergraduate teachers (such as those holding the Matriculation Certificate or the S. S. C. with the S. T. C. or the T. D.) get an increment of Rs. 6 after they pass the S. T. C. or T. D. examination.

For special teachers, such as those for Drawing, Music, Sewing, etc. the scale is Rs. 40—3/2—64—3—85.

A special teacher (Drawing) holding the S. S. C. is placed in the grade of Rs. 40—3—70—E.B.—5—90.

In the case of those holding the B. Com. degree or who are Shorthand-Typists, a higher starting salary is given i.e. for B.Com. Rs. 90 p. m. and for Shorthand-Typists Rs. 75 p. m. in those areas in which such teachers are not available.

9. Rule 49 of the Revised Grant-in-aid Code Rules promulgated by the ex-Saurashtra Government lays down that normally the admissible scales of salary for recognised institutions shall not be more than those prevalent for persons of equivalent qualifications engaged in analogous duties in Government institutions or those that have been approved by the Director of Education. In those cases in which managers of non-Government Secondary Schools are not in a position to pay their teachers according to the Government rates, they are required to obtain the sanction of the educational authorities for a lower scale. The expenditure incurred in excess of the

prescribed scales is disallowed for grant purposes. As a rule the teaching personnel in non-Government schools draw salary scales which are generally similar to those of teachers in Government schools.

The revised rules of grant-in-aid were brought into force in Saurashtra with effect from 1st April 1954.

III. Kutch

10. Pay-scales were prescribed for teachers in Government Secondary Schools by the Government of India, when Kutch was a Part 'C' State, and these correspond generally to the Bombay scales. Non-Government Secondary Schools have not adopted the pay-scales prescribed for Government schools and the scales differ from school to school. For example, in the G. T. High School, Mandvi, an assistant teacher holding the B.A. and B.T. Degrees draws Rs. 100—7—150 and a graduate teacher holding the S. T. C. draws Rs. 80—7—125. An under-graduate teacher holding the S. T. C. gets Rs. 60—4—100. Dearness Allowance is paid ranging from Rs. 35 to Rs. 70. In the R. D. High School, Mundra, a graduate teacher holding the S. T. C. gets Rs. 125—5—135—6—175 with Rs. 50 dearness allowance. A Matriculate teacher gets Rs. 50—2—62—3—73 with Rs. 45 as dearness allowance. In the Maitri Maha Vidyalaya, Adipur, graduate teachers draw Rs. 70—2—74 and if they pass the S. T. C. Examination, they go up to Rs. 160 while those who pass the B.T. go up to Rs. 200. Under graduates draw Rs. 56—2—62 and after passing the S. T. C. examination they go up to Rs. 140.

IV. Vidarbha

11. We notice from the Report of "the Committee on financing of Education in the Madhya Pradesh" issued by the Government of Madhya Pradesh in 1952, that the Committee had observed, "the standard of payment of High School teachers varies from place to place and from employer to employer. It is necessary that in respect of pay, certain minimum standards should be fixed by the State Government and rigidly enforced." We also notice from the Report of "the School Code Implementation Committee", appointed by the Board of Secondary Education, Madhya Pradesh, in 1955, that the Committee has remarked, "in this State the minimum salary of a teacher which entitles a school to grant-in-aid is Rs. 50 for a graduate teaching High School classes, and Rs. 30 for an under-graduate teaching Middle School classes—vide section 50 of the Director of Public Instructions' Standing Orders". It would appear that in Vidarbha, which originally formed part of Madhya Pradesh, no standard pay-scales were laid down for Secondary teachers in non-Government schools and the pay of teachers not only varied from place to place but also from employer to employer. It also appears that the minimum salary of a graduate teacher teaching a High School class was Rs. 50 and of an under-graduate teacher in a Middle School it

was Rs. 30. Under the Regulations framed by the Board of Secondary Education, under the Madhya Pradesh Secondary Education Act, 1951, provision has been made for what is known as the "School Code". Under Regulation 7(2) of the Code, it is laid down that "the scales of pay of the Head Master, Teachers and clerks, and other class IV servants in schools, which are in receipt of Government grant, shall not be less than those sanctioned for the corresponding staff in Government schools". The following scales of pay, which are applicable to teachers in Government Schools, have been made applicable to the teaching personnel in non-Government Secondary Schools by the orders of the ex-Madhya Pradesh Government issued on 5th June 1956. These orders require that the payment of grants to non-Government schools on the revised basis (which was then adopted) shall be subject to the condition that the salaries of the staff are refixed in scales of pay allowed for the corresponding posts in the State Government service and paid with effect from 1st April, 1955 :—

Description of post.	Revised (existing) Scale.
Class III—	Rs.
Lecturers in Multi-purpose High Schools (including Career Masters).	150—15—300—Bar—15—390—400.
Head Mistresses of Indian English Middle Schools for Girls.	150—5—200.
Assistant Mistresses in High Schools for Girls.	125—125—5—170—Bar —6—200 with two advance increments for B.Ts.
Assistant Mistresses in Middle Department of High Schools and Indian English Middle Schools for Girls.	125—5—175 (Select Grade) 70—70—3—94—94 Bar —4—130 (ordinary grade) with two advance increments for Dip. T.
Assistant Masters in Government High Schools for Boys.	100—100—5—150—150— Bar —5—200 Ordinary Grade with two advance increments for B.T. Degree. 200—10—250 (Select Grade).
Head Masters of Indian English Middle Schools for Boys.	125—5—175.
Assistant Masters in Middle Department of High Schools and Indian English Middle Schools.	100—5—150 (Select Grade) 60—60—3—84—84— Bar —4—120 (Ordinary Grade) with two advance increments for Dip. T.
Physical Training Instructors in High Schools for Boys.	70—70—3—100—100— Bar —5—150.

Description of post.	Revised (existing) Scale.
Class III— <i>contd.</i>	Rs.
Tabalchis in Government Girls High Schools.	50—3—80—Bar—2½—100.
Matron in Government Indian I. E. School (Urdu) Amravati.	35—1—40—2—44—Bar—2—60
Class II—	
Head Masters of Government Multi-purpose High Schools.	300—20—500—500—Bar—20—600
Head Masters of High Schools ...	225—225—250—15—400 (from 1st October 1955).
Head Mistresses of Government Girls High Schools.	225—225—250—15—400.
Lecturers in Government Multi-purpose High Schools (Technical course).	225—225—250—15—400.

It was also laid down that the re-fixation of pay should be regulated generally on the basis of the recommendations of the Pay Committee, 1947, and that the salary drawn by any member of the staff on 1st April 1954, should be deemed to be the basic salary, although the normal increment accrued and granted between 1st April 1954, and 31st March 1955, should be taken into account for the re-fixation of pay.

V. Marathwada

12. The inquiries made by us about the salaries paid to the teaching personnel in the past have elicited the fact that revised grant-in-aid rules were sanctioned by the Education Department of the Government of Hyderabad from September 1952. These rules provide that schools should be paid grant-in-aid on the basis of 2/3rds of the salaries (including dearness allowance and house rent allowance) of the staff at Government scales of fees, with the prescribed concessions for free-studentships and half free-studentships. It is also laid down that the scales of salaries and allowances of teachers in aided schools for the purpose of calculating the grant should not be higher than those permissible in the case of Government schools. Previously the scales were in the O. S. currency and in 1954 the scales were brought on to the Indian currency as a result of the demonetization of the O. S. currency.

In Middle schools the scales are as under :—

- (i) Rs. 54—2—56—2½—81—E.B.—3½—98½ Matriculates.
- (ii) Rs. 81—3½—130 Matric trained or Intermediate.
- (iii) Rs. 130—4—154—E.B.—6—190 Graduates.

The pay-scales for a Head Master in the Middle School is usually Rs. 130—4—154—6—190. The pay-scales in High Schools are—

- (i) Rs. 130—4—154—E.B.—6—190 Graduates
- (ii) Rs. 154—6—190—8½—275 Trained Graduates.

The number of posts in each grade is, however, fixed, with the result that, if there are no vacancies in a higher grade, teachers with higher qualifications are employed in lower grades. Heads of High Schools are eligible for the grade of Rs. 300—550, but only a few of the old private schools have this grade for their heads.

Although the scale of pay for trained graduates in Marathwada is sufficiently high, viz. Rs. 154—275, the number of posts in each grade being limited, trained graduates are required to be appointed in posts on lower grades according to the vacancy available.

Welter of pay-scales

13. It will be seen from foregoing brief review of the position of pay-scales for secondary teachers in the main regions of the State that there is a bewildering variety of scales of pay. Taking the emoluments paid to trained graduates only (B.A., B.Ts.) as the basis, the pay-scales in the old Bombay State is Rs. 80—200, in Saurashtra, a trained graduate starts on Rs. 65 in the scale of Rs. 65—200, while in Vidarbha a trained graduate starts on Rs. 110 in the scale of Rs. 100—200. In Marathwada, although the scale for a trained graduate is nominally Rs. 154—275, as stated above, due to the number of posts in each grade being fixed, a trained graduate does not necessarily start on Rs. 154 but he ordinarily gets the scale of Rs. 130—190. If the scales for non-graduates, specialist teachers etc. are also taken into consideration, the complex pattern of the pay structure in the whole State will be apparent. Apart from any other considerations, therefore, administrative expediency underlines the need for the simplification and unification of the pay structure. The glaring disparity in the emoluments of persons holding similar qualifications and doing work of a similar nature in the different regions is also hardly in the interest of administrative cohesion, apart from being a source of heart-burning.

Considerations justifying a revision of pay-scales

So far as the old Bombay State is concerned, as we have already remarked, the salary scales were sanctioned on the recommendations of the Secondary Schools Committee, which, in formulating the scales, was mainly guided, to quote the Committee's words, "by the basic assumptions of the Central Pay Commission regarding the

probable index at which the cost of living would settle down after the present abnormal rise in prices of essential commodities declines and finds a stable level". The Central Pay Commission had observed (Report p. 13) "it would be safe to recommend a scale of basic salaries fixed on the assumptions that prices may stabilise at a level which will give a cost of living index somewhere between 160 and 175, taking the pre-war index to be 100". The Committee further remarked, "for fixing the salary scales which we propose, we have assumed that the prices may stabilise at the index of 170 which is roughly a mean of 160 and 175". It is clear that the cost of living was one of the main considerations which had influenced the Committee in recommending the scale of Rs. 80—200 for trained graduates. The initial salary of a graduate during the pre-war period ranged between Rs. 40 and 50 and the initial pay of Rs. 80 recommended by the Committee worked out approximately to 170 per cent. of the pre-war rate. The scales of pay in Saurashtra are modelled generally on the pay structure of secondary teachers in the old Bombay State, while no standard scales of pay appear to have been laid down for Secondary teachers in non-Government Schools in Kutch.

We have not been able to ascertain the basis underlying the pay scales sanctioned for secondary teachers in Vidarbha and Marathwada or the considerations which had weighed with the authorities concerned in adopting the scales.

Cost of living index

15. The cost of living index is an important factor having a bearing on the question of determining "a living wage" or "a minimum wage", but the revision of the basis on which the cost of living index has been compiled is long over due. So far as we have been able to ascertain, the index is based on a family budget inquiry conducted, as far back as in 1932-33, and it bears relationship to the price levels in 1933-34. There have been changes since then which have revolutionised the pattern of consumption. The basis adopted in compiling the index in 1932-33 is, therefore, out-moded and does not take into account the weightages given to different commodities nor the several varieties of consumer goods which are at present in demand. A properly and scientifically compiled index is, therefore, essential for the purposes of determining the wage scales and Dearness Allowances, and from a recent Press release we understand that the Government of Bombay have appointed a four-member Committee presided over by Prof. D. T. Lakdawala, Director, Department of Economics, University of Bombay, to advise on the desirability of compiling a new consumer price index for the working class and how it should be related to the old prices. It would be pertinent to point out here that the index is based on the cost of living of the working classes and cannot be said to reflect

necessarily the standard of living of middle class families. Even the Central Pay Commission of 1947 was aware of the fact and had remarked "it has always been recognised that the cost of living of a middle class family is higher than that of a working class family ; taking this excess to be about 80 per cent., Mr. Justice Rajadhyaksha came to the conclusion that the cost of living of an average lower middle class family at the present level of prices must be between Rs. 120 and Rs. 125 in places like Calcutta and Bombay, and between Rs. 100 and Rs. 105 in cheaper areas". Mr. Justice Rajadhyaksha, who had adjudicated on the dispute between the Government and the Postal staff in the middle of 1946, was of the opinion that an average working class family in India comprised more than three consumption units. It would appear that the estimates about the cost of living of an average lower middle class family as given by Mr. Justice Rajadhyaksha refer to the price levels and the pattern of consumption round about 1946, and since then there have been vast changes in price levels and the standard of living of middle class families.

Survey of the economic condition of secondary teachers

16. It would not have been practicable for us, within the time and with the resources at our disposal, to undertake any scientific study of the economic condition of secondary teachers so as to determine what should be a living or a minimum wage for them. In the course of our investigations, we tried to ascertain whether any teachers' or Headmasters' or other organisations had undertaken a sample survey of this nature and collected data which might be useful for our inquiry. Except in one or two cases, in which a survey in a limited field only was organised, there was no evidence of any large-scale and comprehensive investigation which might have assisted in an examination of this problem. We were supplied with the results of a socio-economic survey of secondary teachers in the Ahmednagar district organised by the Ahmednagar District Secondary Teachers' Association, and we were informed that about 50 per cent. of the total number of secondary teachers in the district had replied to the questionnaire issued by the Association and that the survey could, therefore, be regarded as fairly representative. The evidence collected showed that about 87½ per cent. of the teachers had an annual income below Rs. 2,600 and that nearly 56 per cent. of the teachers had an annual income of less than Rs. 1,800. Most of those whose annual income was above Rs. 2,600, were either Headmasters or had other sources of income, and some of them had their wives in the teaching profession, which accounted for a gross total annual income exceeding Rs. 2,600. The inquiry also showed that the average family of a teacher comprised, as a rule, five consumption units, but in many cases there were as many as 8 to 10 units, and in certain cases the number of dependents rose to 12. The evidence collected by the Association also elicited the fact

that about 75 per cent of the teachers in the urban area and about 80 per cent. of those in the rural area had an annual per capita income of less than Rs. 700 and that nearly 60 per cent. of the teachers in the urban area and 75 per cent. of those in the rural area had a total per capita income of less than Rs. 500. As regards the average per capita expenditure, the investigation brought out the fact that the average per capita annual expenditure worked out to Rs. 635 on the basis of a family consisting of five consumption units, so that the result of the inquiry showed that almost 70 per cent. of the teachers had to live below the subsistence level. And this factor was, in the opinion of the Association, responsible largely for the evil of private tuitions, which teachers had to resort to, to supplement their income. The fact also emerged as a result of the inquiry that a large number of teachers had not been covered by insurance and that the incidence of indebtedness was fairly heavy.

Enhancement in salaries justified on the basis of the cost of Living Index

17. A sample survey of the nature organised in the Ahmednagar District cannot be taken as representative of the economic condition of secondary teachers in the State, but it does afford some evidence of the economic condition of secondary teachers in one district. The price levels of the different commodities and consumer goods are, by and large, fairly uniform throughout the State, except in the industrial areas and large cities where the cost of living is high. It would not, therefore, be altogether unreasonable to assume that the Ahmednagar survey is broadly indicative, to some extent, at any rate of the general economic conditions of secondary teachers as a whole. We have obtained figures from the Director of the Bureau of Economics and Statistics of the Bombay Government about—

- (1) the All India consumer price index numbers from 1945,
- (2) the Bombay City consumer price index numbers from 1939,
- (3) the All India whole sale price index numbers from 1939.

The Director has also been good enough to supply us with a statement showing changes in these indices during the first half of 1958, as compared to the various years. The Director observes that as regards the Bombay City consumer price index numbers, taking 1939 as the base, the figure for 1958 works out at 367 and that it is 165.5 per cent. of the figure for 1945 and 139.4 per cent. of that for 1947. As already remarked above, the question of an appropriate revision of the basis on which the cost of living index is calculated has already been taken up by Government and is the subject of an inquiry by a Committee. Also the cost of living of an average middle class family should normally be higher than that of a working class family, so that the cost of living index cannot be said to reflect accurately the standard of living of an average middle class family.

The index does not seem to constitute in our opinion, a realistic basis for determining a living wage for secondary teachers. The index now stands at about 389 as against 100 in 1939 and apart from any other considerations, and even allowing for the facts that the index reflects the standard of living of working classes only and is outmoded, a substantial increase in the salaries would not be unreasonable on this basis alone.

Difficulty of recruiting well-qualified men due to lack of avenues of promotion

18. Representations were made to us, and there was considerable force in such representations, that, with the present standard of emoluments in the teaching profession, it was difficult to attract well qualified recruits, who ordinarily preferred appointments in other departments where service conditions were more attractive. Experience of the working of the Department supports this view. It is true that there is a proportion of teachers who have joined the profession largely because of their liking for it and of their desire to contribute to the education of the rising generation, but a large proportion of the recruits are guided in their choice of a profession by economic considerations. Not only is the standard of emoluments in the teaching profession comparatively low, but the avenues of promotion and advancement in the profession are strictly limited. It was urged that, as a rule, a teacher was a "dead-ender" and that a teaching post in nine cases out of ten was a "blind-alley job". We could not ignore the force of these arguments. A teacher can only look forward to promotion as a Head-master before retirement, and it needs hardly to be stressed that the number of posts of Head-masters is so few as to be counted on the fingers. In a big school a teacher may rise to be a Supervisor or an Assistant or a Joint-Principal with some rise in his emoluments, but such posts also are few and far between. In recent years, the Department of Education has been resorting to direct recruitment to the Bombay Educational Service to a greater degree than in the past, and a few of the teachers have been taken up by the Department. But these are persons, as a rule, possessing outstanding qualifications of personality, but the bulk of the teachers can hardly aspire to get absorbed in higher posts in the Education Department. In our opinion, therefore, due weight needs to be attached to the fact that the avenues of promotion in the teaching profession are strictly limited, and the standard of emoluments in the profession needs, therefore, to be fixed after allowing fully for this fact.

Desirability of improving the quality of recruits to the teaching profession

19. There can be no two opinions as to the need to improve the quality of recruitment to the teaching profession. In every place we visited, complaints about the falling educational standards

were received by us from persons and organisations representing a variety of interests. It was urged by not a few that the employment potential of the Government of India and also of the State Governments had substantially increased in recent years, that the emoluments and prospects offered in Central and State Services could not be compared with those available in the teaching service and that well-qualified men and women naturally, therefore, preferred employment in Central and State services. It was also represented to us that even in business and commercial circles there was an increasing demand for well qualified young men and that the prospects available there were also comparatively better. With the large-scale increase in industrial undertakings, which has taken place in recent years, the scope for employment has considerably widened, with the result that the teaching profession finds it extremely difficult to obtain well-qualified recruits of the right quality. Complaints were also received by us that there were frequent changes in the teaching personnel in schools as a result of teachers giving up their appointment on getting better paid jobs and that this affected the standard of work in schools. A few of the witnesses also pointed out that a teaching post was regarded by some merely as a jumping-off ground for other and better-paid appointments and that this had a demoralising effect on the profession as a whole. Even trained teachers had, we were informed, left the profession and joined service in other Departments, or concerns, where the pay and prospects were better.

Desirability of improving the tone of the teaching profession

20. Not only it is very desirable that men and women of the right sort, adequately qualified, academically and professionally, should join the teaching profession, but service conditions in the profession should be such as to enable them to maintain a high standard of conduct appropriate to the profession. Complaints about private tuitions by teachers, particularly in the urban areas, were frequently received by us, and the majority of the witnesses, who gave evidence before us, urged either a total ban on private tuitions or the adoption of measures which would minimise the evil. It was complained by some witnesses that questionable methods were resorted to, in some cases, to force the hands of parents to employ teachers for private tuitions, and that irregularities in the matter of promotions had crept in as a result, to some extent, of the evil of private tuitions. We have dealt with this question further later in this Chapter.

Comparison of the pay scales of other services and Departments

21. At a very early stage in our inquiry, we felt the need of a comparative study of the emoluments received by secondary teachers and those by Government employees holding similar posts

or doing similar work and having similar qualifications. We accordingly asked the Educational Department of the Government Secretariat for information which would throw light on this aspect of the problem, but we were informed that it was difficult to say which of the posts under Government were similar to those of secondary teachers, as the duties and responsibilities of different posts differed, even though the basic qualifications for eligibility to the post might be the same. We were also informed that all that could be considered was whether a teacher in a non-Government secondary school had the same opportunities for rising to higher posts as had his counterpart in a Government secondary school and that it was difficult to answer even this point, as promotions depended on merit as well and not merely on service and qualifications. It is true that conditions in Government service differ from those in the teaching profession. The Secondary Schools Committee had been specifically asked by Government under the terms of reference to suggest "a comparative basis on which the salaries of secondary teachers may be fixed in relation to the salaries of comparable classes of other employees". The Committee remarked, "while the broad general principle of equal pay for equal work can be readily accepted, in actual practice it is not easy to discover classes of employees who can be suitably compared to secondary teachers. We gave our careful thought to this question and we also included it in our questionnaire to ascertain the opinions of Head Masters and teachers themselves in this regard. After a careful examination of the subject, we have to admit, however, that we find it extremely difficult to establish any such comparative basis". Even as regards the clerical service under the control of Government, the Secondary Schools Committee expressed its "considered opinion that the amount and character of work are so basically different that a comparison of these services would not be fair to either of them".

Although what the Secondary Schools Committee said is true, the fact needs hardly to be stressed that there are comparatively more chances of promotion in other services even with less qualifications. In the clerical cadre, for example, in the Government Education Department, a clerk who is not even a graduate can rise in the office of the Director of Education to the grade of Rs. 180—10—280, and promotion to gazetted posts such as those of Junior or Senior Superintendents is also open to him, although cases of such promotion are very few. It was represented to us that a teacher who was required to possess as the minimum qualifications the B.A. degree and also the B.T. degree for a permanent appointment should have a scale of pay comparable to that of a Mamlatdar in the Revenue Department who is usually only a graduate and many times a non-graduate. We are aware that before promotion as Mamlatdars, subordinates of the Revenue Department have to pass the Departmental Examination. But in the teaching profession also no graduate gets a permanent appointment unless he possesses the B.T. Degree. In

our discussions with the Educational and Revenue Officers and others, this point was repeatedly brought up and one Divisional Commissioner, whom we interviewed, supported the view that the emoluments paid to a secondary teacher should be comparable to those of a Mamlatdar in the Revenue Department whose grade went upto Rs. 360 or so. From the information which we have obtained, we notice that even Mahalkaris, who hold a position inferior to that of a Mamlatdar in the Revenue Department and who are not necessarily graduates, are on the scale of Rs. 160—10—230.

Comparison of the pay scales of teachers in secondary schools in other States

22. For a comparative study of the scales of pay received by Secondary teachers in other States, we obtained the requisite information from the Directors of Education of the various States in the country and we received information from 11 States. Trained graduates (holding B.A. and B.T. degrees) reportedly draw the following scales in the various States :—

Serial No.	Name of the State.	Scale of pay for trained graduate teachers.	
		Government secondary schools.	Non-Government Secondary schools.
1	2	3	4
1	Assam ..	Rs. 125—7½—155—9—245—E.B.—10—275 plus two advance increments.	Rs. 100—5—200 plus two advance increments.
2	Madras ..	Rs. 85—5—125—10—175	Rs. 75—5—145.
3	Uttar Pradesh ..	Rs. 120—8—200—E.B.—10—300."	Rs. 120—6—168—E.B.—8—200.
4	Himachal Pradesh ..	Rs. 110—8—190—10—250 A selection grade of Rs. 250—10—330. In this selection grade 15% of the Senior teachers are placed.	The scales of teachers in non-Government schools more or less conform to those prescribed for teachers in Government schools.
5	Delhi ..	Rs. 120—8—200—10—300	Rs. 120—8—200—10—300.
6	Kerala ..	Rs. 150—10—250 (Grade I) Rs. 80—5—120—7½—165 (Grade II).	Rs. 80—5—120—7½—165 (Grade II) In non-Government secondary schools there are no posts of 1st Grade teachers.
<i>Ordinary.</i>			
7	Mysore ..	To be started at Rs. 85 in the grade of Rs. 75—5—90—6—150—10—180—10—200 if the teachers are trained at their own cost.	As in the case of Government schools.
<i>Promotional.</i>			
Rs. 150—10—250.			

Serial No.	Name of the State.	Scale of pay for trained graduate teachers,	
		Government secondary schools,	Non-Government Secondary schools,
1	2	3	4
8	Orissa ..	Rs. 120—5—155—E.B.—5—160—10—220—E.B.—10/2—250.	Rs. 100—5—150—E.B.—8—190—E.B.—10/2—210.
9	Rajasthan ..	Rs. 100—5—135—E.B.—10—225.	Rs. 100—5—135—E.B.—10—225.
10	Andhra Pradesh ..	Rs. 85—5—125—10—175 (Starting pay Rs. 100) 1/3 of permanent cadre on Rs. 165—5—205—10—245.	Rs. 75—5—145.
11	Punjab ..	1. Rs. 110—8—190—10—250 (with a start of Rs. 126 to M.A., M.Sc. M. Ed. III Class B. T.) and Rs. 150 p.m. to M.A. M.Sc. M. Ed. I and II Class B. T. 2. Rs. 250—10—300.	There is no uniformity in the grades of teachers in various schools in the State. Their grades more or less conform to grades of pay of teachers in Government service.

It will be seen that the starting pay of secondary teachers in non-Government schools is Rs. 120 in the Uttar Pradesh and Delhi, while in Assam, Orissa and Rajasthan it is Rs. 100. In the Punjab, the starting pay appears to be roundabout Rs. 110. From the information published in the report for 1955-56 of the Ministry of Education and Scientific Research, Government of India, entitled "Education in India", we notice that in West Bengal secondary teachers in private schools holding the B.A. or B.Sc. degree and also the B.T. degree receive the scale of Rs. 100—150. The scales of pay for secondary teachers in each State are based on conditions and circumstances peculiar to it and the supply and demand position therein, and unless we have detailed information about the data underlying and the background behind, the scales, it is difficult to draw any conclusion on the basis of a comparison of the pay scales in the various States. We may point out, however, that the question of pay scales for secondary teachers has been considered more than once at the All India level, and the All India Secondary School Teachers' Conference held in October 1954, under the auspices of the All India Federation of Educational Associations, had passed a resolution demanding that it was essential that all teachers of a particular category should have the same conditions of service, irrespective of the agency under which or the State in which they served and had recommended the following uniform minimum scales for teachers of the different categories in secondary schools :—

- Rs.
- (a) Head Masters of High Schools. 250—15—400—20—500.

Rs.

- (b) Head Masters of Junior High Schools (Middle) Schools. 175—10—225—15—300—20—400.
- (c) Trained Graduate teachers. 150—10—250—15—400.
- (d) Trained under-graduate and untrained graduates. 125—8—205—12—325.
- (e) Untrained under-graduates. 100—6—160—10—260.

The question was also considered at the Second Conference of Education Secretaries and Directors of Public Instruction of the States, held in New Delhi in April 1955, under the Chairmanship of Prof. Humayun Kabir, who was then the Secretary to the Government of India in the Ministry of Education. With a view to attracting and retaining persons of the requisite quality, this conference recommended the improvement of salary scales of secondary teachers on the following lines :—

Rs.

- (i) Basic salary of untrained under-graduate teachers. 100—200.
- (ii) Basic salary of untrained graduates. 120—250.
- (iii) Basic salary of trained graduates. 150—300.
- (iv) Basic salary of trained M. As. 200—400.
- (v) Basic salary of Head Masters. 250—500

The Government of India, in the Ministry of Education, took steps to bring these scales of pay to the notice of the State Governments. To ascertain the attitude of the Government of India on the question of pay scales for secondary teachers and the additional financial liability involved in improving them, we asked the Ministry of Education for information as to any particular scales of pay recommended by them to the State Governments for secondary school teachers and the extent to which the Government of India would be prepared to meet the extra cost involved in any scheme for improving the scales. We were informed that if a State Government came up to the Government of India with a proposal to improve the salary scales of secondary teachers, the Government of India would advise the State concerned to go ahead with the proposal but would at the same time make sure that the benefit of the increase went not to any special class of teachers such as Government teachers, but to all secondary teachers irrespective of

the management or the institution in which they worked. The Government of India have not thus suggested any particular standard scale of pay for all secondary teachers throughout the length and breadth of the country. At present there is a great diversity in the grades, and we have been informed that the attitude of the Government of India generally is that whenever the circumstances need and the resources permit, these grades should be suitably upgraded, in which case the Central Ministry would be prepared to contribute 50 per cent. of the cost of any such increase made by a State Government. It is thus clear that the Government of India have decided to give financial assistance to the State Governments to enable them to improve the salary scales of teachers at the Middle, Senior Basic and High School stages at the rate of 50 per cent. of the additional expenditure involved.

Views of Federations, Organisations, Educationists etc.

23. This brief study is based not only on a factual investigation, but also on the views and opinions expressed by the various representative organisations of Head Masters and teachers, individual teachers and Head Masters eminent educationists and other interested in education. We were also careful to ascertain in our personal interviews, the views of some of the Educational and Revenue Officers and local leaders as to the suitability of the emoluments received by secondary teachers. We had a free and frank discussion on the question, and before outlining our proposals, we would like to sum up briefly the views of some of the important organisations and eminent educationists on the question of pay scales for secondary teachers.

24. The Bombay State Federation of Head Masters' Associations has recommended the following minimum basic salary scales for full-time secondary school teachers of different categories :—

The minimum basic salary of pay-scales for full time secondary teachers of the different categories should be as under :—

1. Matriculate or S. L. C. or Rs. 80.
S. S. C. or an equivalent qualification.
2. Matriculate or S. L. C. or Rs. 80—4—120—E.B.—5—145—
S. C. C. or an equivalent E.B.—6—175.
qualification with S. T. C.
or T. D. or an equivalent qualification.
3. Intermediate or an equiva- Rs. 88.
valent qualification.

4. Intermediate or equivalent qualification with S. T. C. or T. D. or an equivalent qualification. Two increments in the scale No. 2 above.
5. Graduate ... Rs. 100.
6. Graduate with S. T. C. or T. D. or an equivalent qualification. Rs. 100—4—140—E.B.—6—170—E.B.—7—205.
7. Graduate with B. T. or B. Ed. or an equivalent qualification. Rs. 120—6—150—8—190—E.B.—10—240—E.B.—12—300.
8. First Class B. A. or B. Sc. or B.Com. or 2nd Class M. A. or M. Sc. with B. Ed. or an equivalent degree (for last two standards of the Higher Secondary Schools). Rs. 150—8—190—10—240—E.B.—10—290—E.B.—12—350.

The Federation also proposes that schools may be permitted to institute the following selection grades, expenditure in respect of which should be treated as admissible for grants. The Federation considers that the benefit of the selection grade may be given to not more than 15 per cent. of the total teaching staff of a school with a fair representation to under-graduate teachers :—

- (i) Trained Matriculates ... Rs. 145—6—175—E.B.—6—205.
- (ii) Graduates with the S. T. C. Rs. 190—10—240—E.B.—12—300.
- (iii) Trained Graduates ... Rs. 240—10—290—E.B.—12—350

The reasons advanced by the Federation for the revision of the scales of pay may be briefly summarised as under :—

(a) The cost of living has gone up tremendously. The Secondary Schools Committee had assumed that the index might stabilise at 170, but it has not gone below 300.

(b) The All India Federation of Educational Associations has proposed higher scales of salaries. Even the salary scales approved by the Central Government for areas under their direct administration are higher than those proposed by the Federation.

(c) It is necessary to adopt uniform scales for all areas in the Bombay State. In some areas there are higher scales available to a small percentage of matriculates and trained graduates and if the scales proposed by the Federation are adopted, they will meet the requirements of teachers in all parts of the State.

25. The Bombay State Federation of Secondary Teachers' Associations has also suggested an enhanced scale of Rs. 150—300 "to attract the right types of people to this profession". The Vidarbha Federation of Secondary School Teachers Associations has suggested, among others, the scale of Rs. 150—10—250—15—400 for trained graduates. The Federation of Brihad Gujarat Secondary Teachers Associations has suggested the same pay scales as those proposed by the All India Federation of Educational Associations. The Poona District Secondary School Teachers Association has suggested that the pay scales accepted by the Central Government for Secondary School teachers should be immediately brought into force. The Hyderabad State Teachers' Union, Marathwada region, has proposed the same scale of pay for trained graduates as that recommended by the Bombay State Federation of Head Masters Associations. The Akhil Saurashtra Madhyamik Shikshan Sangh has proposed the scale of Rs. 150—10—250—15—400 for trained graduates.

26. The Board of Secondary Education of the Bombay State, in a special session to consider the questionnaire issued by our Committee, has made the following remarks on the question of pay scales etc :—

"The Board holds that no improvement in education is conceivable unless the teachers are paid adequately for the qualifications they acquire and the responsibility they have to undertake. We, therefore, recommend Rs. 150—300 as the scale of salary for trained graduates. Other qualifications should be treated duly with a corresponding increase or decrease in this scale, as the case may be. With special reference to Marathwada, the Board recommends that the present incumbents drawing salaries in the old scales should continue to get them."

27. Shri R. V. Parulekar, Director, Indian Institute of Education, Bombay, considers that trained graduates should get not less than Rs. 125—300. Shri M. T. Vyas, New Era High School, Bombay, in his oral evidence before us, suggested that trained graduates should have a basic salary of Rs. 150—350 on condition that no private tuition was permitted. A very small section of educational opinion representing school managements held that no increase in the salary scales was needed but that the dearness allowance should be suitably increased to meet the high cost of living. Dr. R. P. Paranjpe, Vice-Chancellor of the Poona University, was of the view that the maximum of the scale need not be put up, but that the starting point should be higher and that there should be a few selection grades. He was also of the opinion that teachers in charge of higher secondary classes should have the same qualifications and scales of pay as those of lecturers in colleges. Shri Bhaurao Patil, President of the Rayat Shikshan Sanstha, Satara, was of the view that a 25 per cent. increase in the salary scale for trained graduates was justified.

28. The views summed up above reflect the collective and considered opinion of a cross-section of important organizations, associations and personalities in the educational world on the need to upgrade the salary scales of secondary teachers not merely to secure uniformity in the pay structure of the teaching profession as a whole but also to assure for the profession a reasonable standard of emoluments which will attract and retain well-qualified young men and women of the right calibre. The large-scale industrialisation, which is taking place under the Five Year Plans, and the expansion of business and allied activities, has led to an increasing demand for well-qualified young persons particularly those holding scientific and technical qualification and many of the representatives of educational bodies expressed the fear before us that the shortage of such persons, particularly with scientific qualifications, would be likely to become acuter, as the development schemes under the Five-Year Plans grew in size and momentum. We were also informed that even in an advanced country like the U. K., there was a shortage of Science Graduates for the teaching profession and that unless reasonably attractive terms were offered, the teaching service which even currently is not too well supplied with well qualified persons, particularly on the Science side, might have to cope with a serious shortage in manpower and a lowering of the standard of recruitment. We consider, therefore, that the case for an enhancement of salary scales of secondary teachers is irrefutable and stands on unassailable grounds.

Round-up of the views of some of the previous Committees and Commissions on the question of pay scales

29. In recent years, the question of the salary scales for secondary teachers has been the subject of inquiry by more than one body of an All India nature. The report on Post War Educational Development in India published in 1944, popularly known as the Sargent Report, laid stress on an enhancement of the salaries paid to secondary teachers and recommended that "in order to secure teachers of the right type, the salaries paid in all recognised schools, whether maintained by the State or by private bodies, should not be less than those prescribed by the Central Advisory Board of Education". This Board had, some years back recommended the scale of Rs. 70—5—150 plus 6½ per cent. contributory Provident Fund plus 10 per cent. House Rent Allowance in normal rural areas, with a possible increase up to 50 per cent. to meet the higher cost of living or other special circumstances. For heads of High Schools with an enrolment of over 500, the Board had recommended the scale of Rs. 350—15—500, and for those schools with an enrolment up to 500, a scale of Rs. 250—10—350 was recommended, and the Board had specifically laid down that the scales in question were the *minimum* national scales for teachers and that unless these were adopted the teaching service would not attract men and women of the requisite ability.

It may be noted that these scales were based on conditions considerably different from what they are to-day and to meet the present trends, they would have to be suitably up-graded.

30. The Mudaliar Commission on Secondary Education made the following remarks on the question of pay scales :—

“Considerable dissatisfaction exists everywhere about the scales of pay for teachers in the different grades of Schools. Certain minimum scales of pay have been recommended by successive Committees and Commissions as well as in the report of the Central Pay Commission, the Central Advisory Board of Education and the Kher Committee. These recommendations have not, however, been implemented, and as we have pointed out, the concessions actually made have been largely nullified by the phenomenal increase in the cost of living. We, therefore, strongly urge that the States should appoint special committees to review the scales of pay of teachers of all grades and make recommendations that meet in a fair and just manner the present cost of living.”

The Mudaliar Commission also reprecated any discrimination in the matter of pay scales of Government and non-Government teachers and remarked, “We see no justification for variations in the grades of teachers working in Government schools and in schools conducted by local bodies and private agencies in the same State. We recommend, as a general principles, that those who have similar qualifications and undertake similar responsibility, should be treated on a par in the matter of salary, irrespective of the type of institution in which they are working”

31. The International Study Team has also dealt with the economic status of secondary teachers and has referred to “startling disparities if we compare Indian and Western teacher salary needs”, and remarked, “In Western Europe and the United States the teacher receives enough to supply him and his family with the necessities of life; teachers are adequately nourished, clothed and housed and they generally have provision both for sickness and old age. Their economic status is, in short, equal to, or not far below, that of other public employees with similar qualifications”. The Team concluded that teacher salaries in India were intolerably low and that there could be no hope for a substantial educational progress unless they were appreciably raised and the Team recommended: * “Both the Centre and the States declare it to be their policy to bring the economic level of teachers up to that of similarly qualified persons carrying out other public work of comparable responsibility”.

* On page 2 of the Report of a study by the International Team.

Recommendations about pay scales

32. We have given anxious thought to the question of revising the salary scales suitably. We have examined carefully the various suggestions received by us from responsible organisations and persons indicating the lines on which the scale should be upgraded. We see no prospect of the cost of living going down substantially. Even if, at a future date, contributory factors responsible for the abnormal rise in the cost of living may diminish or disappear, there is no possibility of the cost of living reaching a stabilisation level comparable to that of the pre-war period. In the circumstances, we would have had no hesitation in supporting the salary scales suggested by the Second Conference of Directors of Education and Education Secretaries convened by the Government of India in April, 1955, which represented the collective opinion of seasoned educational administrators who had examined the question from the All India point of view and who were in the best position to decide the issue. A number of responsible educational organisations such as the Bombay State Federation of Head 'Masters' Associations, have supported these scales. We have been anxious, however, to devise a pay-scheme which would minimise, as far as may be practicable, the incidence of cost both on the State Government and school managements as a result of the upgrading of salary scales but which would also be sufficiently attractive to secure for the teaching service well qualified young men and women of the requisite ability and calibre. We also kept in view the fact that in the past the starting salary of a graduate teacher in a Government secondary school was higher than that of a graduate recruited to the Revenue or other services. This step did bring to the teaching profession persons of a superior calibre. We examined this question at more than one session of our Committee and held prolonged discussions in the matter and finally came to the conclusion that the pay scheme, which we now recommend, would meet the requirements of the case.

RECOMMENDATION 60

We recommend that the following basic pay scales be sanctioned for ordinary teachers :—

- (1) *Trained Graduates (B.A., B.Sc., B.T.)—*
Rs. 125—5—175—E.B.—7½—250—E.B.—10—300 (25 years).
- (2) *Untrained Graduates—*
Rs. 100—4—120 (5 years' span during which new recruits should get professional qualifications).
- (3) *Trained Matriculates (holders of the S.S.C. and the S.T.C. or the T.D.) —*
Rs. 80—3—110—E.B.—4—150—E.B.—5—175 (25 years).

- (4) *Untrained Matriculates* (holders of the S.S.C. or a similar qualification) —
Rs. 65—2—75 (5 years during which they should get the S.T.C or the T.D.).
- (5) *Intermediate Trained* (those having the Intermediate Certificate and the S.T.C. or the T.D.)—
Rs. 85—3—115—E.B.—4—155—E.B.—6—185 (25 years).
- (6) *Untrained Intermediates*—
Rs. 70—2—80.
- (7) *B.A., S.T.C., or T.D.*—
Rs. 110—5—160—E.B.—6—220—E.B.—7½—250 (24 years).
- (8) *M.A.(II), B.T.*—
Rs. 150—7½—240—E.B.—10—350 (23 years).

Note.—The scale of Rs. 150—350 for M.A. (II), B.T., should be allowed to a teacher, irrespective of the class in which he works, although in actual practice such teachers will primarily be working in Multi-purpose and Higher Secondary Schools. If the grant of this scale is restricted to such teachers working only in the top class of a Higher Secondary or Multi-purpose School, it might lead to administrative difficulties and create complications in regard to the allocation of school work among the teaching staff. Similarly teachers of special subjects such as Music, Painting, Home Science, etc. possessing a University degree in such subjects, should be treated specially and given the scale of Rs. 150—350.

RECOMMENDATION 61

We recommend that the following basic pay scales be sanctioned for special teachers :—

- | | |
|---|---------------------------------------|
| (1) Kandivali trained (B.A. and D.P.Ed.). | Rs. 110—5—160—E.B.—6—220—E.B.—7½—250. |
| (2) Drawing Teachers | Rs. 80—3—110—E.B.—4—150—E.B.—5—175. |
| (3) Drawing Masters | Rs. 85—3—115—E.B.—4—155—E.B.—6—185. |
| (4) Art Masters | Rs. 110—5—160—E.B.—6—220—E.B.—7½—250. |

RECOMMENDATION 62

We also recommend that the Department of Education be requested to adjust suitably in the above pay scheme the other special teachers such as Craft teachers, Music teachers, P.T. teachers, etc.

RECOMMENDATION 63

We also recommend that advance increments be granted according to the following scheme for higher qualifications :—

II Class B.A. or B.Sc.	...	One increment.
I Class B.A. or B.Sc.	...	Three increments.
II Class B.T.	...	One increment.
I Class B.T.	...	Two increments.
Pass Class M.A. (Untrained)	...	One increment.
II Class M.A. (Untrained)	...	Three increments.
I Class M.A. (Untrained)	...	Five increments.
M.Ed. (Pass)	...	One increment.
M.Ed. (II Class)	...	Two increments.
M.Ed. (I Class)	...	Three increments.

In any case such higher qualification advance increments should not be more than five in all.

33. It was represented in some quarters that with the facility which is now available to obtain external degrees of certain Universities without having to fill in college terms, there is a growing tendency on the part of teachers to sit for such external examinations and to obtain higher qualifications with a view to being eligible for the corresponding higher pay scales and that such higher qualifications were not always useful to the teacher concerned for his school work. We consider that there is considerable force in this argument and that teachers should only be held eligible for admission to higher scale or for the grant of advance increments if such higher qualification is directly useful for their school work. It is also desirable that teachers should not devote too much time to the obtaining of such higher qualifications at the cost of their school work and that some limits should be laid down subject to which only teachers should be allowed to obtain higher qualifications.

RECOMMENDATION 64

We recommend that teachers who wish to improve their qualifications, which will be directly useful for their school work may be granted by school managements leave without pay for the purpose, but that no teacher should be allowed to obtain more than one higher qualification at a time within a period of three years. In the case of teachers who wish to take an external degree while continuing in service, they may be allowed to obtain one higher qualification, entitling them to admission to higher scales, within a period of not less than five years, provided such higher qualification is directly useful for the school work.

34. There are, in every region, a number of untrained under-graduate and graduate teachers who have put in a long service say of 15 years and over, and are also above the age of forty years. The Secondary Schools Committee had suggested a ceiling of fifteen years for the purpose of giving credit for past service and we consider this limit to be reasonable. The Committee had also suggested that credit for past service should only be given if put in in schools which are on the recognised list on the day on which the revised scales come into force and we agree that credit for such service should be given for the refixation of pay in the case of untrained under-graduate and graduate teachers who have put in a long service and are not likely to be benefited unless they are deemed as 'trained' and placed in the respective new scales suggested for trained under-graduates and graduates holding the S.T.C. or the T.D., as the case may be.

RECOMMENDATION 65

We recommend that untrained under-graduate and untrained graduate teachers in all regions who have fifteen years' service or more and who are of forty years of age on the day on which the new scheme comes into force may be deemed to be "professionally qualified" and held eligible for admission to the new scale proposed by us for trained under-graduates or graduates holding the S.T.C. or the T.D., as the case may be.

35. In Saurashtra there is a large number of untrained teachers who are confirmed and have put in a service ranging from 5 to 15 years. It is desirable that these persons should get themselves trained as early as possible and, within seven years, at the latest and be held eligible, on being trained, for the new scales proposed by us for the respective cadres. In order that they should get some relief under the revision.

RECOMMENDATION 66

We recommend that a Matric or S.S.C. or an Intermediate teacher if his service is less than fifteen years or his age is below forty years on the date on which the new scheme comes into operation, be given Rs. 15 p.m. and a graduate teacher Rs. 20 p.m. in addition to his salary in the old scale, that such teachers be allowed to earn their increments in their old scale during the next seven years and that if within seven years they obtain a professional qualification, they be admitted to the appropriate new scale. If, however, a person does not get the necessary qualification with seven years he should not be allowed to cross the efficiency bar in his old scale and the additional Rs. 15 or Rs. 20 as the case may be, be withdrawn.

In Vidarbha untrained under-graduate permanent assistant masters in the Middle Departments of High Schools and in Indian English Middle Schools who do not hold a professional qualification, are at

present in the scale of Rs. 60—60—3—84—84 E.B.—4—120. If they have less than fifteen years' service or if they are below forty years of age on the day on which the new scheme comes into operation, they will be eligible under the foregoing recommendation for an additional Rs. 15 p. m., but if they fail to obtain a professional qualification on the lines indicated in the foregoing recommendation, they should not only lose the additional Rs. 15 p. m., but should also be held up at the efficiency bar at Rs. 84, if they have not already passed it.

In Marathwada, permanent teachers with the Matric certificate are on the scale of Rs. 54—98½. On the lines recommended above, such teachers will be eligible for an additional Rs. 15 p. m. if they are below the service and age limits laid down and they will have to obtain a professional qualification within seven years, but if they fail to do so, they will cease to draw the additional Rs. 15 p. m.

Adjustment of salaries of different categories of teachers in the proposed new scales

36. We have suggested scales for the adjustment of salaries of different categories of teachers. No formula which can apply almost equally to all cases is possible, and we have therefore, suggested adjustment scales which allow a rise of about 30 to 15 per cent. to teachers according to their salary and seniority, except in the case of teachers with one to four years service who get a rise of 50 to 40 per cent. because the initial salary in the suggested scales is higher than the initial salaries of the old scales. While proposing the scales and the adjustment we have kept in view the need for integration as also for an upgrading of the salaries particularly because the old Bombay and Saurashtra scales are very low. In cases in which the revised pay, after the application of the adjustment scale, is lower than the salary drawn in the pre-revision scale, the teacher concerned should be allowed to retain his pre-revision salary which should, however, be split up into the revised pay due in the new scale after the re-adjustment of the salary plus a personal pay which should be equal to the difference between the old salary and the new salary. The personal pay should be merged in subsequent increments earned in the new scale.

As the scales of pay for teachers in Marathwada are higher, it will not be necessary to apply the adjustment scale in their case as very likely they will opt for their existing scales and will elect to come into the new scale after reaching the maximum.

We hope that the new salary scales proposed by us as also the adjustments will be acceptable to Government as also to the managements and the teachers.

Adjustment scale for Trained Graduates—B.A./B.Sc., B.Ts.

Years of service	Pay according to the				
	Bombay scale	Saurashtra scale	Vidarbha scale	Marathwada scale	Proposed adjustment scale
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	Rs.
1	80	85	110	130	125
2	85	90	118	134	125
3	90	95	120	136	125
4	95	100	125	142	130
5	100	105	130	146	135
6	105	110	136	150	140
7	110	115	140	154	145
8	115	120	144	160	150
9	120	125	150	166	155
10	125	132	155	172	160
11	130	136	160	178	165
12	136	146	165	184	170
13	142	153	170	190	175
14	148	160	175	....	182½
15	154	168	180	....	190
16	160	176	185	....	197½
17	168	184	190	....	205
18	176	192	195	....	212½
19	184	200	200	....	220
20	192	....	....	....	227½
21	200	....	....	....	235

Adjustment Scale for Trained Graduates--B.A. S.T.Cs.

Years of service	Pay according to the				
	Bombay scale	Saurashtra scale	Vidarbha scale	Marathwada scale	Proposed Adjustment scale
	1	2	3	4	5
	Rs.	Rs.	Rs.	Rs.	Rs.
1	74	80	100	130	110
2	78	85	105	134	110
3	82	90	110	138	115
4	86	95	115	142	120
5	90	100	120	146	120
6	94	105	125	150	125
7	98	110	130	154	125
8	102	115	135	160	130
9	106	120	140	166	130
10	110	125	145	172	135
11	114	132	150	178	135
12	118	139	155	184	140
13	122	146	160	190	145
14	126	153	165	....	150
15	130	160	170	....	155
16	136	168	175	....	160
17	142	176	180	....	166
18	148	184	185	....	172
19	154	192	190	....	178
20	160	200	195	....	184
21	....	....	200	....	....

Adjustment Scale for Intermediate S.T.C.

Years of service	Pay according to the				
	Bombay scale	Saurashtra scale	Vidarbha scale	Marathwada scale	Proposed Adjustment scale
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	Rs.
1	64	58	66	81	85
2	66	61	69	84½	85
3	68	64	72	88	88
4	70	67	75	91½	91
5	72	70	78	95	94
6	74	75	81	98½	94
7	76	80	84	102	97
8	78	85	88	105½	100
9	80	90	92	109	100
10	84	95	96	112½	103
11	88	100	100	116	106
12	92	105	104	119½	109
13	96	110	108	123	115
14	100	115	112	126½	119
15	104	120	116	130	123
16	108	125	120	....	127
17	112	130	....	....	131
18	116	....	....	....	135
19	120	....	....	....	139

Adjustment Scale for Matric S.T.C.

Years of service	Pay according to the				
	Bombay scale	Saurashtra scale	Vidarbha scale	Marathwada scale	Proposed Adjustment scale
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	Rs.
1	56	46	66	81	80
2	58	49	69	84½	80
3	60	52	72	88	80
4	62	55	75	91½	80
5	64	58	78	95	83
6	66	61	81	98½	86
7	68	64	84	102	89
8	70	67	88	105½	92
9	72	70	92	109	95
10	74	75	96	112½	98
11	76	80	100	116	101
12	78	85	104	119½	104
13	80	90	108	123	104
14	84	....	112	126½	107
15	88	....	116	130	110
16	92	....	120	130	114
17	96	....	....	130	118
18	100	....	....	130	122
19	104	....	....	130	126
20	108	....	....	130	130
21	112	....	....	....	134
22	116	....	....	....	138
23	120	....	....	....	142

37. In the course of our inquiry we found that the starting salary of women teachers of different categories was higher in Vidarbha. This, we were told, was necessary on account of the paucity of adequately qualified women. In the old Bombay State area, however, the recruitment of women teachers does not present any serious difficulty and women can now be recruited to the profession on the same salary scales as those for men although in the past it was necessary to grant a higher pay to attract them to the profession. It is, however, true that in all areas women ordinarily enter the profession while they are unmarried but soon leave it as soon as they are married or have children. Such women usually remain idle at home but can devote some time to teaching if they are allowed to be employed part-time. Particularly in urban areas, such adequately qualified women are available and it is a sheer national waste to allow them to remain idle. We, therefore, consider it desirable to allow women to be employed part-time, wherever they are available.

RECOMMENDATION 67

We recommend that there be no distinction between scales of pay for men and women teachers, but that in backward areas and particularly in Kutch, Marathwada etc., where women teachers are not easily available, advance increments be granted on the merits and circumstances of each case up to a limit of four increments. We also recommend that adequately qualified women be permitted to be appointed as part-time teachers if they are not in a position to work whole time in schools.

38. It was pointed out to us that it was difficult to get suitably qualified teachers in rural areas and particularly in areas which are backward. In the old Bombay State there is a practice to allow up to four advance increments in special cases and the practice requires to be continued and extended to the rest of the State.

RECOMMENDATION 68

We recommend that in all backward areas where it is difficult to appoint suitably qualified teachers, advance increments up to a limit of four, may be allowed according to the merits and circumstances of each case.

39. While introducing the new scales, it is possible that the old scale in some areas or at certain stages is better than the new one and the persons concerned may be affected adversely by the new scale. It is fair to give such persons an option to retain the old scale or to elect to enter the new scale after reaching a certain stage in the old scale.

RECOMMENDATION 69

We recommend that the existing incumbents who hold permanent appointments or who have put in a service of not less than three years, should have the option to retain their pre-revision pay scale, if they so desire, or to elect to enter the new scale after reaching a certain stage in the old scale.

40. As already stated above, the Mudaliar Commission has deprecated any discrimination in the matter of pay scales of Government and non-Government teachers. The Sargent Report has also stressed the need for similar salary scales for Government and non-Government teachers and the general body of opinion is in favour of having the same salary scales irrespective of the nature of the management, Government or Private, and we agree to this recommendation. Moreover in the old Bombay State, ever since the adoption of the Ghate-Parulekar Scales, the basic salary scales of private school teachers are not different from those in Government schools and similar is the position in Vidarbha.

RECOMMENDATION 70

We recommend that the pay scales for secondary teachers in non-Government schools should not be lower than those for teachers in Government secondary schools.

41. For the supervision and administration of schools a suitable machinery is necessary. In small schools, the Head Master alone can do both the jobs but in big schools, the Head Master may not find adequate time to supervise the work of teachers as he has ordinarily enough administrative work to keep him busy. Again the Head Master needs the help and advice of senior members of the staff in organising the general work of the school and in supervising the routine day-to-day teaching work in different classes. The load of this work depends on the size as also, to some extent, the locality of the school and needs a specially qualified person as Head Master. It seems, therefore, necessary to classify institutions on the basis of enrolment—schools up to an enrolment of 300, schools with an enrolment between 301-500, schools with an enrolment between 501-1000 and schools with an enrolment over 1000. This classification should not be rigid and cases of individual schools should be decided on merits. The managements should consult the department while fixing the salary scales of Head Masters.

There are schools which have the practice of appointing Head Masters by rotation. There are others that prefer to treat all teachers alike and given a special supervision allowance to the person put in charge of the institution. This practice may be allowed to be continued and we consider that alternative allowances for the different categories of schools are necessary.

(G.C.P.) L-B Na 1177-9

42. For efficiency in day-to-day work of the school, the Head Master does need the help of one or more supervisors and we feel that ordinarily a school with seven classes should have one supervisor to help the Head Master and schools with larger number of classes should have a proportionately larger number. Such supervisors should be paid an extra allowance of Rs. 30 p.m. and they should be allowed to be appointed irrespective of the nature of the school whether it is an undeveloped high school or a full-fledged high school or a higher secondary school.

RECOMMENDATION 71

We recommend the following salary scales for Heads of secondary schools who are trained graduates :—

Head Masters/Mistresses	Scales of pay	or	alternative allowance
1. For a school with an enrolment up to 300.	Rs. 200—10—300 (10 years)		Rs. 50
2. A school with an enrolment between 301—500.	Rs. 250—15—400 (10 years)		Rs. 100
3. A school with an enrolment between 501—1000.	Rs. 300—20—500 (10 years)		Rs. 150
4. A school with an enrolment over 1000.	Rs. 350—25—600 (10 years)		Rs. 200

RECOMMENDATION 72

We also recommend that Heads of Experimental High Schools or Higher Secondary Schools or those heads of schools who possess outstanding qualifications, be allowed a higher pay scale irrespective of the enrolment in their schools, according to the merits and circumstances of each case.

RECOMMENDATION 73

We also recommend that when the head of a school is appointed on a permanent basis, he should be admitted to one of the above time scales which may be appropriate in his case, and that when the appointment of the head of a school is on a temporary or rotation basis, he should be given an allowance which may be appropriate in his case.

RECOMMENDATION 74

We recommend that in large-sized schools, where it is necessary to appoint Supervisors, such Supervisors be paid an allowance of Rs. 30 per month and that the number of Supervisors should be regulated on the basis of one for every set of seven classes.

43. Certain schools, particularly those with an enrolment of 800 and over will need a joint Head Master, as, to all intents and purposes, such a school is composed of two units. If a joint Head Master is appointed, he shares the responsibility of supervision and administration with the Head Master. Such a person would be a fairly senior or perhaps the senior most person on the staff and an allowance higher than that of a supervisor will have to be paid to him.

44. Some schools are required to meet in shifts due to the increased enrolment and inadequacy of school accommodation and it is desirable that there should be a separate staff and a joint head master in addition to the head master for each shift for the efficiency of school work. We consider that a school meeting in shifts should have, in addition to the head master, a joint head master who should be considered eligible for one of the scales for head masters proposed by us which is lower than the one allowed to the head master.

RECOMMENDATION 75

We recommend that schools meeting in shifts should have a separate staff for each shift and a joint head master in addition to the head master and that such joint head master be allowed to draw one of the scales for heads of schools proposed by us which is lower than the one drawn by the head master

RECOMMENDATION 76

We also recommend that where the size of a school justifies the appointment of a Joint Headmaster, such Joint Headmasters be paid an allowance of Rs. 50 per month.

45. We have recommended only basic scales of pay. We consider that in addition to such scales, secondary teachers should continue to draw dearness allowance, house rent allowances and compensatory local allowances at the rates at which and in the places in which such allowances are sanctioned by Government in the case of Government employees of similar categories.

Payment of grant-in-aid contingent upon the payment of the minimum scales

46. The scales recommended by us should be regarded as the minimum standard salary scales to be paid by school managements to the various categories of teachers, and schools should not be admitted to aid unless they pay the minimum scales.

RECOMMENDATION 77

We recommend that the payment of grant-in-aid to an aided school be subject to the payment by the school concerned of the standard salary scales recommended by us.

(C.C.F.) L-B Na 1177-9a

Permission to schools if necessary to pay higher scales

47. It is possible that some of the aided schools may wish to pay scales higher than the minimum scales recommended by us. We consider that no objection need be taken to schools paying higher rates of pay but that the grant-in-aid should be based on the standard minimum pay scales recommended by us.

RECOMMENDATION 78

We recommend that schools wishing to pay higher salary scales for their teaching personnel be permitted to do so, on condition that the grant-in-aid should be based only on the minimum standard pay scales recommended by us (vide a similar recommendation made by us in Chapter VI on Grant-in-aid).

Financial implications of the salary scheme

48. We found it extremely difficult to work out the financial implications of the salary scheme recommended by us. Unless detailed information is available about the number of teachers of different categories and holding different qualifications, their total service, their present pay etc., it would be difficult to calculate, with any degree of accuracy, the additional financial liability involved in the proposals made by us. It may also be noted that figures of income and expenditure vary from school to school and the percentage of teachers' salaries to the total school expenditure also varies not only from school to school but also from area to area. We shall, however, attempt to give an approximate estimate of the total additional financial liability on account of pay scales as well as the revision of the basis of grant-in-aid in a subsequent chapter, as the enhancement of salary scales is linked up with an improvement in the basis of grant-in-aid, and it would be desirable to work out an estimate, as approximately as possible, of the total financial liability on these accounts.

Although the proposals made by us will involve additional financial liability, it would be pertinent to point out that, if Government accepts our suggestion about the educational pattern recommended in Chapter II, it would involve one year's saving in the total educational cost to Government on account of school education. Our scheme envisages the reduction by one year in the total duration of the school course, so that the present S.S.C., will be taken at the end of 10 years' schooling and the Higher Secondary School Certificate Examination will be held at the end of an 11 years' school course. The total duration of the educational course up to the end of the first degree examination will be reduced from 15 to 14 years and this will involve a substantial saving to the State, Managements, and parents and guardians. In the circumstances, if the overall effect of our proposals is taken into consideration, the extra

cost is likely to be offset to an appreciable extent by the saving involved. We would also point out that it would be reasonable to assume that the Central Ministry of Education would be prepared to meet on a fifty-fifty basis the additional cost involved, and this would further reduce the incidence of cost on the State revenues.

The evil of private tuitions

49. Allegations about the evil of private tuitions were heard by us at almost every place visited by us, and we gathered the impression that the evil was wide-spread at least in urban areas. There is no doubt that the temptation to resort to private tuitions is due, in a large measure, to economic causes. The Mudaliar Commission on Secondary Education remarked (page 163 of the Report), "the practice of private tuitions has unfortunately assumed the proportions of an educational scandal. We are satisfied that it is attended with several evils and steps should be taken to abolish it as early as possible. In view of the recommendations we have made for the improvement of the conditions of service, we believe it will become increasingly unnecessary for teachers to take up private tuitions to supplement their income. We are aware that some students require special coaching to keep pace with other children, but the right way of dealing with that situation is that the school should itself make provision for extra tuition to such backward children at fixed hours charging extra fees for the purpose if necessary". We endorse this recommendation and we are definitely of the view that the existing rules of the Department regulating private tuitions should be scrapped. In view of the revision of the pay scales we have suggested, we consider that it should now be possible to tighten control on private tuitions.

RECOMMENDATION 79

As a first step towards a complete ban on private tuitions and reducing the demand for such tuitions, we recommend that teachers be discouraged from engaging in private tuitions. For exceptional cases of pupils who are backward and of those who may be needing special coaching, schools may be permitted, with the previous sanction of the Divisional Deputy Director of Education concerned, to organise tutorial classes for such children for which a suitable fee may be charged. The income received from such fee should be distributed among the school staff by a Committee of the Head of the school concerned and representatives of teachers.

CHAPTER VI

GRANT-IN-AID

As the rules regulating grant-in-aid to Non-Government Secondary Schools in the four main regions of the re-organised Bombay State are different, we have been asked to examine, among other things, the question of grant-in-aid at the secondary stage and to make proposals for the introduction of a uniform system of grant-in-aid. To have an idea of the systems of grant-in-aid, particularly in the new regions, we took steps to obtain the requisite information about the details of the grant-in-aid system in operation in each region from the Regional Deputy Directors of Education concerned. In the course of our tours of the various regions, we took an opportunity of discussion with the Educational Officers concerned, and with some of the school managements and heads of schools, as to how the system of grant-in-aid was operating, whether, and if so, in what directions changes therein were called for and the main grounds necessitating a revision of the system. The enquiries made by us showed that not only were there wide variations in the systems in operation in some of the areas, but that there was a case generally for evolving a more realistic basis of grant-in-aid in view of the changes which had taken place. Before dealing with the proposals for a revision of the basis of grant-in-aid, we would like to give a brief account of the existing system of grant-in-aid in each area and the various phases through which it had to pass.

Systems of grant-in-aid in operation in the main regions of the State

I. Old Bombay State area

2. Before maturing into the system which is at present operative in the old Bombay State area, the pattern of grant-in-aid has passed through several phases of development. The Board of Education was established in 1840 in this State, which was then known as "the Bombay Presidency", and its first policy announcement was made in 1845, which laid down that for the establishment of a school in a locality the local people should come forward with money to share the expenditure involved. This system was known as "the partially self-supporting system", under which the people of the locality had to share with Government the responsibility of maintaining the school. Under this system the management of the school remained with Government and the people only made a contribution towards the expenditure of the school. This arrangement did not conform to the basic idea underlying the system of aid under which a school is left entirely to the management of private enterprise. The idea of grant-in-aid as such owed its origin to the Wood's Education Despatch of 1854, which recognised the principle of

encouraging private enterprise in the educational field under a system of grant-in-aid. A brief Grant-in-aid Code was brought into force after a few years in 1858, under which schools were required to charge a fee, however small, and the amount of the aid was to be decided on the merits of each case but was to be limited to the amount spent by the management of the school itself. It was early in 1866 that Sir Alexander Grant introduced a new Grant-in-aid Code whose main feature was the system of the payment of grants by results and this system continued to be in operation right up to 1903. The rates of grant based on results, under this system, varied from time to time. In addition, schools were also given a capitation allowance of Rs. 2, on the average attendance of pupils during the year. This Code also introduced special grants-in-aid for salaries as well as for buildings in addition to the grant for results.

3. Several important recommendations in respect of Secondary Education were made later on by the Indian Education Commission of 1882, popularly known as the "Hunter Commission", which is noted for its advocacy for adequate scope being allowed to private enterprise in the field of secondary education and for the award of liberal grants for schools established by private agencies. A new Grant-in-aid Code was brought out in 1883-84, which did not however, make any material alterations in the system of grant-in-aid which was in vogue previously.

4. An important land-mark was reached in 1903 when the procedure for the payment of grants by results was abandoned in favour of the payment of proportional grants, and for the first time the principle of bringing private schools within the framework of a system of recognition was also introduced. The proportional grant system, which was introduced in 1903, has since dominated the system of grant-in-aid in the Bombay State, and one of its operative clauses was that the grant should, in no case, exceed $\frac{1}{3}$ rd of the total expenditure or $\frac{1}{2}$ of the local assets for the previous year, and grants were awarded subject to certain conditions under this system. Prior to 1903, the Grant-in-aid Code applied in actual practice to those schools only which received aid from the Department, but the Department control was extended in 1903 to unaided schools also, which were required to seek recognition, even though they did not receive a grant. Although the new Code permitted grants up to the limit of $\frac{1}{3}$ rd of the total admitted expenditure during the previous year, in actual practice, schools did not in all cases receive the maximum grants permissible under the Code requirements. In particular, schools newly established, received meagre grants and in some cases merely token grants as a result of inadequacy of the financial provision placed at the disposal of the Department. This system operated particularly to the disadvantage of newer schools which, as a matter of fact, deserved the

greatest support of the Department during the initial period of their existence. As a result of complaints and representations, for several years, Government had to review the position, and it was decided to introduce in 1938-39 the principle of the equatisation of grants under which schools receiving meagre or token grants, were gradually and progressively brought up to the level of 20 per cent. of their approved expenditure in the case of boys' schools and of 25 per cent. in the case of girls' schools, and the additional funds required for the purpose were found mainly by progressively reducing the aid in the case of schools which were receiving grants at a higher percentage.

5. These changes, however, in the system of grant-in-aid were merely in the nature of palliatives, and the question of grant-in-aid to private schools constituted, for a number of years, a major headache for the Department. In 1947, on the Congress Ministry taking over office, the Secondary Schools Committee was appointed which was directed, among other things, to suggest the most satisfactory system of grant-in-aid which would ensure adequate assistance and encouragement to managements of schools and would also prevent pronteering at the cost of the Department and guardians. As a result of the recommendations made by this Committee, Secondary Schools recognised in the previous official year are now eligible for maintenance grants on their total admitted expenditure at the following percentages subject to certain conditions:—

- (a) Secondary Schools in rural
(i.e., non Municipal) areas ... 33 1/3 per cent.
- (b) Schools in other areas includ-
ing Cantonments ... 30 per cent.

The Secondary Schools Committee had suggested that the introduction of basic pay scales in the whole of the State, would entail the necessity of reviewing periodically the position with a view to fixing a satisfactory percentage of grant-in-aid as well as the fee rates to meet the growing cost of the time scales of pay. It is being represented that schools are finding it extremely difficult with the measure of aid received from the Department, and the income from fees, to fill the gap between income and expenditure as a result of the increasing cost due mainly to incremental scales of pay. Cases of several schools were brought to our notice, which reportedly had been facing deficits in recent years, and we shall deal with such cases later in this chapter.

II. Saurashtra (Rajkot Division)

6. As already explained in Chapter II, the State of Saurashtra was formed by the merger of over 200 small Kathiawar States and there were three broad administrative patterns in this region prior

to its formation as a State of the Indian Union. Secondary education in Kathiawar was largely a State enterprise and there was no Central Department of Education in the region to control and direct educational policy. The procedures and practices followed varied from State to State. There was no uniformity as to the scale of fees charged in secondary schools with the result that some States used to charge very low fees in secondary schools, while some did not charge any fees at all. After the formation of the State of Saurashtra, a system of grant-in-aid was formulated, and secondary schools were held eligible for grant at 33½ per cent. of their total approved expenditure, more or less on the Bombay pattern. It must be borne in mind, however, that there is a close link-up between the system of grant-in-aid and scale of fees in the old Bombay State, which practically go hand in hand, and with the low rates of fees or, in some cases the total absence of fees, the Bombay pattern of grant-in-aid would not have adequately met the requirements of schools in Saurashtra. Realising the need for a change, revised Grant-in-aid Code Rules were brought into force in Saurashtra from 1st April 1954, according to which a recognised Secondary school is eligible to receive aid at the rate not exceeding 50 per cent. and in the case of a secondary school for girls, at a rate not exceeding 66½ per cent. of its admissible expenditure, subject to certain conditions. One of the difficult problems facing secondary education in Saurashtra is the question of fees, which as a result of the traditions inherited from the Kathiawar States, has become extremely complicated and was a source of anxiety to the Governments in Saurashtra prior to its merger in the Bombay State.

III. *Kutch (which is now a district of the Rajkot Division)*

7. We have not been able to obtain much information about the system of recognition and grant-in-aid which was in vogue in the past in Kutch but were informed that during the Princely regime, the final orders regarding the recognition of schools were issued under the signature of the Diwan of the State. The rules of recognition were subsequently modified in the year 1950 by the Chief Commissioner for Kutch, on Kutch becoming a Part 'C' State, and the grant of recognition to non-Government Secondary schools vested with the Chief Commissioner. In 1953, the Chief Commissioner for Kutch passed revised orders directing that whenever a private school applied for recognition for the first time, the recognition should be granted for one year, and that, if in the course of the second year the school maintained the progress and continued to have adequate accommodation and staff, it should be recommended for permanent recognition, subject to the condition that recognition would be withdrawn if the school failed to keep to the terms on which recognition had been granted.

As regards grant-in-aid, the Chief Commissioner for Kutch had adopted the Grant-in-aid Code for the Bombay State in 1949, and directed that grants should be calculated on the expenditure for the previous year and should be awarded according to the budget provision subject to certain conditions and to the requirement that the maximum grant should in no case exceed 1/3rd of the total admitted expenditure or 1/2 of the local assets during the previous official year. It was also provided that the grant if calculated on the capitation basis, should depend upon the average attendance of the pupils and general condition of the school.

We are informed that there are no specific rules governing grant-in-aid to secondary schools in Kutch, but that grant-in-aid is sanctioned on the principle of 1/3rd of the actual admissible expenditure, subject to the production of the audit report on the expenditure for the previous year certified by Chartered Accountants.

IV. Nagpur Division

8. We could not obtain detailed information about the grant-in-aid system which was in operation in the past in Vidarbha. As regards the position in recent years the Ex-Madhya Pradesh Board of Secondary Education had appointed what is known as "the School Code Implementation Committee". The School Code which is in operation in the Nagpur Division has been framed under the regulations made under the Madhya Pradesh Secondary Education Act, 1951. Under Regulation 7(2) of the Code, it has been laid down that the scales of pay of the Headmaster, teachers, clerks and Class IV servants for schools, which are in receipt of Government grants, shall not be less than those sanctioned for the corresponding staff in the Government schools. Aided schools were unable to implement the provisions of this Regulation and to grant pay to their teaching personnel according to Government scales, as the maintenance grant received by them was 33½ per cent. of their total expenditure. The School Code Implementation Committee had, therefore, been appointed by the Board to suggest ways and means with a view to enabling aided schools to implement the provisions of Regulation 7(2) of the Code. In the course of its report, this Committee observed, "Barring a few exceptions, the financial position of secondary schools is generally unsatisfactory. They are mostly run on fees and grant-in-aid. The tendency is to reduce cost by maintaining a cheap staff and to raise fees slightly above the standard rates fixed for Government schools. In some schools there is in effect little continuity in service for teachers. Therefore, teachers appointed almost every year, start on the initial salary substituting those who would have earned an increment had they continued in service under the same management". The Committee recommended that the percentage of maintenance grants should be increased from 33½ to 45 at the maximum in the case of schools in the urban area and to 50 at the maximum in the case of schools in the rural area.

9. We also notice from the "Report of the Committee on financing of Education in the Madhya Pradesh" issued in 1952 by the Ex-Madhya Pradesh Government, that the development of High School education in this State had for a long time been considered the responsibility of private enterprise. The Report observes "It is, however, to be observed that there is a growing tendency to maintain a school with such meagre resources as are made available through fee income and grants from the State".

It appears that the recommendations of the School Code Implementation Committee were not approved by the Ex-Madhya Pradesh Government which introduced a revised grant-in-aid system practically on the eve of the Re-organisation of the States, giving retrospective effect to it from 1st April 1955. Under this system, maintenance grants are payable at the undermentioned percentages of the annual net deficit in the accounts of the schools :—

- (a) To Boys' Secondary Schools in 75 per cent.
urban areas.
- (b) To Boys' Secondary Schools in 85 per cent.
rural areas.
- (c) To Girls' Secondary Schools in 80 per cent.
urban areas.
- (d) To Girls' Secondary Schools in 90 per cent.
rural areas.

For the purposes of these orders 'Net Deficit means the difference between the annual admissible expenditure and 90 per cent. of the income from fees. The payment of grants on the revised basis is subject to the condition that the salaries of the staff are refixed in the scales of pay allowed for the corresponding posts in the State Government service, and paid with effect from 1st April 1955.

The revised formula of grant-in-aid requires managements of secondary schools to raise funds to meet a total burden up to 25 per cent. of their share of the net deficit and inadmissible expenditure, in addition to their share of the dearness allowance. The question of allowing school managements to charge some extra fees to meet a part of this burden was considered and they have been allowed to charge an additional fee up to a maximum of Re. 1 p. m. per student to meet the deficit. The income from the collection of this additional fee is not taken into account for the calculation of the deficit for the purpose of the Government grant on the revised deficit formula, and the accounts for the additional fee are required to be maintained separately.

IV. Marathwada (Aurangabad Division)

10. Revised rules of grant-in-aid were issued by the Education Department of the Hyderabad Government in 1952 and were brought into force with effect from September, 1952. They were intended to be in operation till the end of February, 1955, and to be revised thereafter in the light of further experience. We could not trace any orders authorising the continuance of these rules after 1955, but they are still in operation. The main clauses of these rules are :—

(a) Schools are eligible for grant-in-aid on the basis of 2/3rd of the salaries (including D. A. and House Rent Allowance) of the staff at Government scale of fees, with the prescribed concessions for freestudentships and half-freestudentships.

(b) The expenditure incurred on items other than salaries, the income on account of fees levied at rates higher than Government rates and income from subscriptions and donations shall not be taken into account.

(c) Managements shall meet the 1/3rd deficit out of the subscriptions, donations and other sources of income, if any. All amounts collected for the school shall be spent on the school and for no other purposes.

(d) The grant will be fixed on income and expenditure of the previous academic year. Schools shall be paid grants for the first two quarters at previous scales subject to later adjustments in the light of the audited statements of accounts so that the schools may be able to carry on their work.

(e) The ceiling grants for new schools applying for grants under these rules shall be Rs. 25,000 for High Schools (including Middle and Primary Sections), Rs. 12,000 for Middle Schools (including Primary Sections) and Rs. 3,000 for Primary Schools.

(f) The existing schools shall continue to receive grant-in-aid under the present rates of ceilings i.e. Rs. 50,000, Rs. 25,000 and Rs. 5,000 respectively. The ceiling in their case will not be lowered in accordance with (e) above for the present.

(g) D. A. and House Rent Allowance taken into account under revised rules of grant-in-aid shall be subject to their being sanctioned or disallowed for Government servants.

(h) The scales of salaries and allowances of teachers in aided schools for the purpose of calculating the grants as per rule (a) above will not be higher than what is permissible in the Government Schools.

11. It will be seen that the basis of grant-in-aid differs from region to region. Broadly speaking, schools in the Old Bombay State area, Saurashtra and Kutch receive, grant-in-aid on the basis of their

approved expenditure, the percentage varying from 30 to 66 $\frac{2}{3}$, while in Vidarbha deficit grants are paid and Marathwada follows the system of salary grant. There are thus wide variations in the bases of grant-in-aid in the main regions leading to inequalities in the aid received by the various types of schools. The unification of the rules of grant-in-aid for the whole State is, therefore, very desirable to ensure equal treatment in the case of schools of comparable efficiency, size etc.

Analysis of the suggestions received in reply to our questionnaire

12. In the questionnaire issued by us, we invited opinions as to which of the following basis for grant-in-aid should be adopted in the case of non-Government Secondary schools—

- (1) Salaries.
- (2) Deficit.
- (3) Capitation.
- (4) Percentage of total approved expenditure.
- (5) A combination of any of the above basis.
- (6) Any other basis.

We also asked for opinions as to what should be the rate of grant under any of the methods which might be preferred. We received a fairly large number of replies from representative educational organisations, bodies and individuals, and on analysing the replies, we noticed that opinion in Maharashtra and Greater Bombay favoured, by and large, the percentage basis of grant and was inclined towards the grant being about 50 per cent of the total approved school expenditure. Opinion in Gujarat appeared to be generally in favour of the grant being about 50 per cent. of the approved expenditure. The replies received from Saurashtra left the position somewhat nebulous, but we gathered an impression that so far as ordinary secondary schools were concerned, a grant on the 50 per cent. basis would be preferable, while in the case of Multi-purpose schools, the percentage would have to be raised to 66 $\frac{2}{3}$. Opinion in Marathwada appeared to be inclined towards the maintenance of the salaries basis for about five years, at the end of which there might be a uniform pattern. On an analysis of the replies received from Vidarbha, the general impression formed was that the grant might be equal to about 50 per cent. of the total approved expenditure or about 90 per cent. of the deficit with permission to charge the additional fee of Re. 1.

Views of certain representative organisations

13. The Bombay State Federation of Headmasters' Association in its reply to our questionnaire expressed the view "In the opinion of the Federation, a fixed percentage of grant-in-aid on the basis of

the approved school expenditure, should be generally acceptable to all concerned, provided that very small units, experimental schools and schools in the rural area are protected by a special grant calculated on the basis of the actual deficit incurred by the institution in the preceding year. The basis of approved school expenditure seems to be most equitable in the case of schools of all types and sizes. If the list of admissible expenditure is drawn up liberally taking into account the educational needs of a progressive institution, this amount of grant-in-aid will operate very fairly. Taking into consideration our recommendations for the revision of pay scales, enhanced fee rates and reduced sizes of classes, we feel that it will be necessary for Government to give 50 to 60 per cent, recurring grant-in-aid to schools. That will reasonably ensure all types and sizes of schools against deficits in the foreseeable future. The percentage of grant-in-aid payable to schools of different sizes, types or location, may be determined within that range, taking into account their special needs and circumstances".

The reasons for the increased percentages of grant-in-aid recommended by the Federation briefly are :—

(1) The revision of salary scales will step up the total expenditure.

(2) The appointment of more teachers as also of more qualified persons in higher grades will raise the salary bill by about 50 per cent.

(3) An increase of about 25 per cent in other expenditure on account of the inclusion of new items as well as a general rise in prices, may be reasonably expected.

(4) On the income side, there will be an increase of about 25 per cent. in income from fees, but the income will fall short by about 10 to 12 per cent. on account of the reduction in the size of classes which the Federation regards as an imperative educational reform. This will leave a net increased expenditure of about 35 to 40 per cent.

(5) Secondary Education must be accepted as a State responsibility.

(6) In view of the statutory obligation of providing for free and compulsory education up to the age of 14 +, under the Constitution, which limit may have to be raised to 16 +, the State Government would do well to make a small beginning in that direction by accepting all responsibility for secondary education on a voluntary basis.

The Federation of Brihad Gujarat Secondary Teachers Associations in its written reply has suggested a 50 per cent. grant for salaries and building rents and 80 per cent. on other items, on the ground of enhancement of salary scales.

Opinions of certain educationists

14. We have received suggestions from some of the educationists on School Finances. In a note on the financial position of schools by Shri C. C. Shah it has been pointed out that fees from all sources account for 60 to 70 per cent. of the total income, while the Government grant for about 25 to 35 per cent., and the contribution by the management varies from a zero to 15 per cent. On the expenditure side, the salary bill is estimated to account for 70 to 80 per cent., rents and taxes from 3 to 15 per cent. and other expenses from 15 to 25 per cent. He considers it safe to assume that :—

(1) Schools with an enrolment of not more than 500 pupils usually have a deficit,

(2) School with an enrolment of 500—1,000 usually have a balanced budget or a small surplus, and

(3) Schools with over 1000 pupils have usually a surplus.

According to him the following factors are responsible for the probable increase in expenditure :—

(a) The demand for the revision of salary scales of teaching and non-teaching personnel.

(b) Rent is an important item of expenditure in big and intermediate towns and it would be safe to set apart 10 to 15 per cent. of the total expenditure for rent.

(c) Provision for a large number of free studentships for middle class families will have to be made.

(d) The percentage of miscellaneous expenditure would have to be raised from 15—25 to 20—30 on account of higher prices and to increasing demand for expenditure on new items.

To meet the increased expenditure, he suggests an increase in the tuition fees by 25 per cent. and in the rate of the maintenance grant from 30-33 per cent. to 45-50 per cent. for the next 5 years.

Shri Thakorebhai Thakore, M.L.C. has remarked that he is in charge of three schools—one with an enrolment of about 600, another with an enrolment of about 1000, and the third with an enrolment of about 1500. He finds that the percentage of fee income varies from 65 to 70 and that of grants from 25—30, and that these percentages vary from school to school. On the whole, he estimates that roughly the income from fees may be assumed to be about 65 per cent. and that from grant about 30 per cent. His opinion is that in order to encourage schools to retain teachers in service till they retire and thereby raise the standard of work, a 50 per cent. grant should be given on the salaries of teachers, clerks, and peons

and on rent, and another 50 per cent. grant on capital expenses such as equipment, while a 30 per cent. grant may be given on the rest of the expenditure. Schools in rural areas with an enrolment below 300 should be given a deficit grant, while schools charging higher fee rates should not be paid any grant.

Analysis of the figures of school income and expenditure supplied by some of the Educational Inspectors

15. We were anxious to ascertain whether under the present system of grant-in-aid, schools in the different regions were in position to make both ends-meet or to leave a surplus or had to face a deficit. Accordingly we asked the Educational Inspectors of the districts for information on these points.

We received information from all districts except in respect of five districts of the Aurangabad Division. We have summarised the information in Appendix 'L' to this report and classified it on the basis of the school enrolment. Group I consists of a few schools in each division with an enrolment up to 300, Group II between 301 to 500, Group III between 501 to 1,000 and Group IV between 1,001 and 1,500. The Appendix also shows the total income and total expenditure of each school and whether it has a surplus or a balanced or a deficit budget. It will be seen that of the 23 schools with an enrolment up to 300, 8 are reported to have a surplus budget, 4 have a balanced budget and 11 have reportedly a deficit budget. Of the 22 schools with an enrolment between 301 and 500, 5 have a surplus budget, 3 have a balanced budget and 14 have a deficit budget. Of the 22 schools with an enrolment between 501 to 1,000, 15 have a surplus budget, 3 have a balanced budget and 4 have a deficit budget. Of the 16 schools with an enrolment between 1,001 to 1,500, 10 have a surplus budget, 1 has a balanced budget and 6 have a deficit budget. On a review of the information in Appendix 'L', it would appear that the percentage of schools with a surplus budget is comparatively higher in the case of those schools which have an enrolment above 500, while schools below 500 tend to have a deficit budget.

17. In Appendix 'M' to the report, we have summarised information received from the District Inspectors except from those in five districts of the Aurangabad Division, showing the total number of recognised schools in each districts, the number of schools in the district with a surplus, balanced or deficit budget and the percentage of schools with a deficit to the total number of schools in the district. We had no basis on which to scrutinise the figures reported to us by the District Inspectors, but a cursory review of the appendix will show that there is a very large number of schools with deficit budgets in a number of districts in the old Bombay

State area. For example, in the Poona District, of the 107 recognised schools, all are reported to have a deficit. In the Ratnagiri District, of the 54 schools, as many as 48 are reported to have a deficit. Even assuming that the figures reported about the schools with a deficit are on the high side, it seems clear that as a result of the incremental scales of pay introduced in secondary schools in the old Bombay State area, since 1948, and the general rise in the expenditure of the items, the financial position of schools is becoming increasingly difficult and the great majority of schools are finding it difficult to balance their budgets.

Basis of grant-in-aid in other States

16. We thought it advisable to obtain information from the various States as to the basis adopted by them for the payment of maintenance and other grants to non-Government secondary schools. We received information from about 11 States and we would like to review briefly the grant-in-aid rules followed in some of the large States.

Madras

In Madras the rules provide that in the case of aided secondary schools in which at least the revised scales of pay fixed for teachers in secondary schools under local bodies have been introduced, the amount of grant payable in any one year will normally be based on two-thirds of the approved net cost for the preceding financial year, i.e., two-thirds of the excess of the approved recurring expenditure over the income from tuition-fees reckoned at standard rates. In the case of other schools in which the revised scales have not been introduced, the grant will continue to be based on one-half of the approved net cost for the preceding financial year.

It will be seen that under the revised rules which came into force from 1-6-1947 in Madras, the rate of grant is two-thirds of the approved net cost for the preceding financial year. But in the case of those schools which have not introduced the revised scales of pay, the grant is assessed on the basis of one-half of the approved net cost of the preceding financial year.

Andhra Pradesh

The system of grant-in-aid in the Andhra Pradesh is broadly similar to that in Madras, except that the expenditure on the payment of dearness allowance is excluded from the calculation of the maintenance grant and a separate grant on the basis of one-half of the approved expenditure on Dearness Allowance or the actual deficit, whichever is less, is awarded.

Uttar Pradesh

The maintenance grant for an English School or for an Intermediate College is as under :—

- (i) The fixed grant for each section maintained with the approval of the Department,
- (ii) The attendance grant,
- (iii) The staff grant, and
- (iv) A special grant.

The annual fixed grant is allowed as follows :—

(i) *Fixed grant for each section—*

Section	Boys' Schools Rs.
(a) For Intermediate Section (Classes XI and XII).	2,000 annually.
(b) For the High School Section (Classes IX and X).	1,000 annually.
(c) For the Upper Middle Section (Classes VII and VIII).	500 annually.
(d) For the Lower Middle Section (Classes V and VI).	300 annually.

(ii) *Attendance grant—*

(a) For each scholar in average attendance in the Intermediate Section a sum of Rs. 10.

(b) For each scholar in average attendance in the High or Middle Section a sum of Rs. 6.

(iii) *Staff Grant—*

For each trained graduate Rs. 144 per annum and for each trained under-graduate Rs. 60 per annum.

(i) *Fixed grant (Annual)—*

	Girls' Schools Rs.
(a) Intermediate Section ...	1,000.
(b) High and Upper Middle Sections together.	1,360.
(c) Upper Middle Section with High Section.	700.
(d) Lower Middle Section ...	700.

(ii) *Attendance grant*—

	Girls' schools.	
	Rs.	
(a) Intermediate Section ...	10	} per scholar in average attendance.
(b) High or Middle Section ...	6	

(iii) *Staff grant*—

Rs. 144 per annum per trained graduate,
and

Rs. 60 per annum per trained under-graduate.

It would appear that the system of grant-in-aid in the Uttar Pradesh is a trifle complicated and the maintenance grant includes a fixed grant for each section, an attendance grant, a staff grant and a special grant. One of the rules requires that the annual grant shall not exceed the difference between the annual cost of maintenance and the income of the school (or the Intermediate College) from fees and private sources or half the annual cost of maintenance whichever is less. It would appear that the maintenance grant is limited to the ceiling of the net expenditure.

Delhi

The important conditions laid down in the Grant-in-aid Code for Delhi appear to be—

(i) Managements shall introduce such scales of pay and allowances for teachers and other staff as are approved by the Government for the corresponding staff in the Government Schools.

(ii) Leave rules and other conditions of service in non-Government aided schools shall, as far as practicable, be the same as are applied to Government servants holding corresponding posts in Government schools.

(iii) The total maintenance grant awarded to a school including all aid from public revenues towards expenditure on tuition shall not exceed 90 per cent. of the excess of approved expenditure on tuition over the income from tuition-fees.

Punjab

Maintenance grants are of the following kinds, any or all of which may be earned in the same school :—

- (a) Block grants for attendance, instruction etc.
- (b) Staff grants.
- (c) Provident Fund grants.
- (d) Boarding House grants.
- (e) Special grants.

Block grants are based on attendance. For Middle departments of secondary schools, Block grants are admissible at Rs. 8 per pupil in a vernacular school and at Rs. 16 per pupil in average attendance in an Anglo-vernacular school. In High School Departments Block grants are admissible at Rs. 24 per pupil in average attendance. These rates are doubled for girls' standards in girls' schools.

Staff grants are payable at the rate of one-third of the pay paid and shall be admissible on account of teachers holding certificates awarded by the Department, subject to certain conditions.

The total grant awarded to a school under the head of block and staff grants, including all aid from public revenues towards expenditure on tuition, shall not exceed three-fourths of the excess of approved expenditure on tuition over the income from tuition fees calculated on the basis of the actual rates charged, subject to the maximum of the rates levied in the corresponding classes of Government schools.

One of the rules requires that if in any given year, receipts from all sources exceed the total expenditure, the excess must be placed to the credit of the School's Reserve Fund with a branch of the State Bank of India etc. and the reserve fund must be spent partly or wholly on the school with the previous approval of the Department. It is also permissible to invest the entire school reserve fund in any Government securities with the approval of the Department.

The Special Provident Fund grant is assessed annually at half an anna in the rupee of the total pay paid during the previous 12 months and the grant is annually awarded if an equal amount has been paid into the fund from other sources by the controlling body. Maintenance grants not exceeding three-quarters of the excess of the approved expenditure over the income from the Boarding House fund are admissible in respect of School Boarding Houses in which the average attendance of pupils in residence for the previous 12 months was not less than 10.

Kerala State

The Kerala Government has introduced a scheme "for the improvement of service conditions of teachers of secondary schools under private managements", and the system of grant-in-aid in secondary schools is mainly governed by the rules laid down in this scheme. It was introduced in 1951. This scheme has not been extended to the schools in Malabar area, which were governed by the Madras Government rules prior to 1st November 1956 and it is reported that the process of unification of the rules is under way

and will be completed by the implementation of the Kerala Education Bill. The Kerala Government has introduced uniform pay scales and dearness allowance as under—

(i) Head Masters of complete High Schools—

Rs. 150—10—250 and Dearness allowance at the rate of 15 per cent. of the salary subject to a minimum of Rs. 15.

(ii) Graduate teachers of upper-secondary classes—

Rs. 80—5—120—7½—165.

(iii) Trained non-graduates—

Rs. 40—3—55—4—75—E.B.—5—120

(iv) Untrained graduates—

Rs. 65.

(v) Untrained non-graduates—

Rs. 40.

The rules require that the salary bill of teachers shall be presented by the manager to the Inspecting Officer on the prescribed date and that the manager shall draw the salary and disburse it to the teachers immediately and at any rate within 10 days after the receipt of the money from the Treasury. The rules also require that the fee income of the school will be utilised only for *bona fide* school purposes and that a margin of 20 per cent. out of the total fee income will be allowed to the managements for incurring expenditure under contingencies, which will include pay of all school employees other than teachers, office expenses, purchase and repair of furniture, maintenance of school buildings, contribution to Provident Fund, audit fees, etc.

The remaining 80 per cent. will be remitted into the public account in a Government Treasury to be opened for the purpose in the name of the manager. Salaries of teachers will be the first charge on this public account and shall be paid at the rates fixed under the scheme. Any surplus remaining after meeting the expenditure under salaries of teachers, can be utilised only for school purposes. Should the amount of 80 per cent. of the fee income be found insufficient for the payment of salaries of teachers, the deficit will be met by the Department.

Apart from the Kerala scheme of grant-in-aid, the rules in other States broadly limit the grant to the difference between the admitted expenditure and the income from fees, etc.

17. It may be pointed out that the All India Secondary Teachers' Conference, which was held in 1954 under the auspices of the All India Federation of Educational Associations, had passed a resolution, recommending that the rules regarding the recurring maintenance grant based on the procedure followed in the Travancore-Cochin State be adopted in all States in India. We have already briefly reviewed the rules of grant-in-aid in the Kerala State which provide for 80 per cent. of the total fee collection in schools to be remitted to the Government Treasury and 20 per cent. to be retained by the managements to meet the expenses on contingencies, etc. The entire teachers' salary bill is payable from the Government Treasury. The resolution passed by the All India Secondary Teachers' Conference differed in one respect from the rules in operation in the Kerala State in that the resolution also suggested that the rent for the school buildings should be payable by Government along with the salaries of the teachers.

Recommendations of the Board of Secondary Education, Bombay State

18. The Board of Secondary Education of the Bombay State considered the question of the basis of grant-in-aid for non-Government Secondary Schools and has recommended that the grant-in-aid should be 55 per cent. and 60 per cent. of the approved expenditure in the urban and rural areas respectively and that girls' schools may be given 5 per cent. more. The Board also considers that small rural schools with a strength of less than 500 should be paid during the first five years 90 per cent. of the deficit. In the opinion of the Board, the present rule regarding the deduction from the maintenance grant of the amount over and above the surplus of 10 per cent. of the total expenditure under Rule 92 of the Grant-in-aid Code for the old Bombay State should continue.

Proposals for a revised basis of grant-in-aid

19. Educational finance, including grant-in-aid, salary scales and school fees, has posed a problem, the investigation of which has claimed the bulk of the time at our disposal. Apart from a careful analysis of the replies which were received in response to our questionnaire, we took every opportunity wherever we went, to ascertain, as far as practicable, every section of opinion represented by school managements, heads of schools, teaching staff, representatives of educational organisations, eminent educationists and others interested in education, as to how the present system of grant-in-aid in their areas was operating, whether any changes were called for and if so, the lines on which a revision of the system should be considered. As indicated above, we took up not only a comparative study of the systems of grant-in-aid in the main regions of the

Bombay State, but also of those operating in the major States of the country. The merits of the various types of grant-in-aid such as salaries grants, deficit grants, block grants, etc., were also examined and weighed by us in the light of the factual investigation made by us and of the views and opinions expressed by responsible bodies and persons. There was a general consensus of opinion about a common system of grant-in-aid being brought into force throughout the State. The system should be of a nature which would encourage private enterprise in the field of secondary education, would also be simple to operate and would not at the same time place a strain on the financial resources of Government and school managements. Opinion in all the areas, except Marathwada, was generally in favour of maintenance grants being paid at about 50 per cent. on the basis of the total approved expenditure in the case of ordinary secondary schools. Shri S. K. Vaishampayan who represents Marathwada on the Board of Secondary Education, Bombay State, suggested that the grants on the salaries basis should be continued for Marathwada for 5 to 10 years and paid monthly. He further pleaded for an additional grant of 30 per cent. for non-recurring expenditure.

Any common system of grant-in-aid, which may be applied to all the regions of the Bombay State, should be flexible enough to meet the special requirements of each area and should be framed after taking into account the increased costs of education particularly as a result of the higher salary scales which we have recommended. So far as the old Bombay State area is concerned, as a result of the incremental scales of pay which were introduced in 1948, the expenditure of schools, as we have shown above, is registering a rising graph and with the grant on the present basis and the income from fees many of the school managements are finding it difficult to make both ends meet. The Secondary Schools Committee, on whose recommendation incremental scales of pay were introduced by Government for the first time, had foreseen the need for a revision of the basis of the grant-in-aid and had suggested a periodical review of the position. We are convinced that it is necessary in the interest of secondary schools in the old Bombay State area to liberalise the basis of grant particularly in view of the higher pay scales that we have recommended. The basis of grant, in Saurashtra and Kutch is the same as in old Bombay State area except that Saurashtra awards grants at a higher rate. In Vidarbha, on the whole, opinion did not seem to be much in favour of the deficit grant basis. As a matter of fact, the School Code Implementation Committee, to which we have referred above, had itself recommended the payment of maintenance grants at 45 per cent in the case of urban schools and at 50 per cent. in the case of rural schools. In Marathwada, salaries grants are paid on the 2/3rds basis, but from our discussions, with school managements and others, the fact emerged that, as the Government grant was restricted to the expenditure on salaries of the teaching

staff, there was hardly any tendency on the part of schools to spend much from their own resources on other items of school expenditure, with the result that schools, as a rule, are poorly equipped. That would seem to be one of the reasons why a demand has now been made for the maintenance of the *status quo* but with an additional 30 per cent. grants to meet the non-recurring expenditure. We cannot view with equanimity a situation in which schools make only a meagre provision for educational equipment, appliances, aids and other similar matters which are essential for the maintenance of proper standards. We fear that the system of paying grants on the basis of teachers' salaries has not had the desired effect in Marathwada and that it would be in the interest of schools in that region to change the system.

It has been a matter of considerable difficulty for us to devise a system of grant-in-aid into the framework of which cases of all areas could be suitably fitted. In view of the complex pattern of grant-in-aid in operation in the main regions, any system of grant-in-aid is bound to lead to border-line or marginal cases of hardship, but we consider that, as far as practicable, the new system should operate smoothly and its impact cushioned by the provisions of the necessary safeguards. Taking an all-round view of the position, we feel that schools should be held eligible for maintenance grants up to 45 per cent. of their total admitted expenditure in the urban areas and up to 50 per cent. of the total admitted expenditure in rural and backward areas and in the case of girls' schools. We feel that the percentages recommended by us would meet the cases of schools in general. Schools, however, which have to face a deficit even under these revised rates, should be paid an additional discretionary grant up to 5 per cent. or up to 75 per cent. of the Net Deficit. In Saurashtra, girls' schools are at present in receipt of maintenance grants at the rate of 66½ per cent. of the admitted expenditure and if they are brought down to the 50 per cent. basis, as suggested by us, there will be an immediate reduction in their grants to the extent of 16½ per cent., and it will be necessary to pay in all such cases, after a careful examination of the accounts of the schools discretionary grants up to the limit suggested by us. In recommending an additional discretionary grant of 5 per cent. of the admitted expenditure or an additional *ad hoc* grant up to 75 per cent. of the Net Deficit over and above the normal grant at 45 or 50 per cent. of the admitted expenditure, as the case may be, we have, in view, in particular, cases of schools which, in consequence of the increasing expenditure due to the incremental salary scales and the general rise in costs, have to pass through a period of financial embarrassment. It is very desirable to relieve such schools from financial stress and provide for their deficit to be met at least partly. We consider that unless some such special provision is made, schools heading for a financial collapse

will have to close and the community will be deprived of the educational provision made by such schools. We consider that this additional discretionary or *ad hoc* grant is an essential feature of the scheme of grant-in-aid suggested by us and that it ensures a measure of elasticity in the operation of the system which will meet cases of schools of different types.

As we have already pointed out, an analysis of the replies received from Vidarbha shows that opinion was generally in favour of the grant being paid at 50 per cent. of the total admitted expenditure or about 90 per cent. of the deficit with permission to charge an additional fee of Re. 1 per student. It would appear that schools with smaller enrolment are eligible for higher grants on the basis of the deficit formula, but that schools, with a larger enrolment, would be better off under a system of grant-in-aid based on a percentage of the admitted expenditure. In any case, with the safeguard that we have suggested, Vidarbha schools should have no cause for complaint, as schools facing a deficit under the new arrangement would be able to get discretionary grants in addition to the normal maintenance grants. Nor should Marathwada schools have any cause for grievance, as even at present only 2/3rds of the expenditure on salaries is provided by Government and the remaining 1/3rd has to be met by the schools from resources of their own, apart from expenditure on other items.

On the whole, therefore, we consider that the arrangement suggested by us is the most suitable. There may also be schools which are likely to have a surplus under the system of grant-in-aid recommended by us. We feel that grants paid to such schools should be limited to the net expenditure (i.e. the difference between the admitted expenditure and the receipts from fees of all types). Donations etc. should be excluded from calculating the surplus as such donations are proposed to be earmarked for building up the reserve fund.

RECOMMENDATION 80

We recommend that maintenance grants be paid to ordinary secondary schools up to 45 per cent. of the admitted expenditure in urban areas and up to 50 per cent. of the admitted expenditure for Girls' Schools and for schools in rural and backward areas. In the case of schools which may run into a deficit, even after receiving grants at these rates, an additional discretionary grant up to 5 per cent. of the admitted expenditure or up to 75 per cent. of the Net Deficit (i.e. the difference between the admitted expenditure and receipts from fees and the ordinary maintenance grant) should be paid. In the case of schools with a surplus the maintenance grant should be limited to the Net Expenditure (i.e. the difference between the admitted expenditure and the receipts from fees of all types).

Schools should be encouraged to supplement their income by obtaining subscriptions, donations etc. and thus to build up a Reserve Fund. The income from such donations, subscriptions, etc., should not be included in the total receipts for the purpose of calculating a deficit or a surplus, as the case may be, for the payment of the grant.

Dearness Allowance Grants

20. At present dearness allowance is paid to the teaching staff in the old Bombay State area at the same rates at which similar classes of Government servants receive dearness allowance and the expenditure on that account is assessed for a grant at 50 per cent. In Saurashtra and Kutch, no separate D. A. grants are paid and the expenditure on D. A. is included in the total expenditure on which the maintenance grant is paid. In Marathwada also, no separate D. A. grants are paid but the expenditure is included in the expenditure on salaries of the teaching staff on which a grant is paid. In Vidarbha, a dearness allowance of Rs. 20 is paid to teachers receiving a pay of Rs. 45 or less and of Rs. 30 receiving a pay of more than Rs. 45 p.m. Out of the D. A. of Rs. 20 and Rs. 30, Rs. 8 are paid by the school managements and the remaining amounts are paid by Government in the form of a separate grant called the "C. C. L. A." grant.

In view of the higher percentages of the maintenance grants recommended above we consider that it is no longer necessary to pay any special or separate grants on D. A. and that the expenditure on this account should be treated as a part of the normal expenditure of the school.

RECOMMENDATION 81

We recommend that the expenditure on D. A. be included in the total admitted expenditure of the school for the purpose of paying maintenance grants at the rate of 45 or 50 per cent. as the case may be.

Incentives for the starting of new schools

21. In almost every area which we visited, we noticed that private enterprise in the field of secondary education was shy, and in some areas such as Marathwada, Kutch etc. where the scope for the expansion of secondary education was great, new schools were not at all coming up. In all regions the demand for Secondary schools in the rural areas was keen, but the response was not at all adequate. As a result of the inquiries made by us, we are satisfied that special incentives are necessary to encourage private managements to open new schools, particularly in the rural areas. In the initial stages a new school has to struggle for existence until it finds its feet and the reasons are obvious. Private donations and subscriptions are not easy to obtain particularly to meet the recurring expenditure; the

enrolment initially is small ; suitable buildings are not available at cheap rents and teachers are unwilling to serve in rural and backward areas and they demand higher rates of pay. Even in urban areas, there is overcrowding in schools in certain centres and new schools are urgently needed to relieve the congestion. We are satisfied that special encouragement is needed to enable new schools to come up in all areas and particularly in rural areas and in those urban centres where schools are at present far too overcrowded.

In the absence of additional sources of income to meet the net deficit it has become almost impossible to start new schools and some way to find money to meet the expenses in the first year apart from the question of the provision of suitable buildings and play-grounds had to be found. We feel that Government should introduce a scheme of advancing initial loans to meet the initial expenditure on recurring as well as capital expenditure. It will also be necessary to give such schools grants for the first year which may be adjusted against the repayment of the loan suggested above.

RECOMMENDATION 82

We recommend that initial interest-free loans be granted to encourage new schools to be started, the size of the loan depending upon the merits and circumstances of each case. The amount of such loan should, in no case, exceed the estimated expenditure on the running of the school for the first year. Such loans should be adjusted against the first grant to be received by the school and the outstanding balance, if any, should be adjusted, in suitable easy instalments, within the first five years. We also recommend that the management of a new school be required to enter into an agreement with the Department undertaking to repay the amount of the loan in case the school ceases to function.

22. We understand that the Research Unit in the office of the Director of Education has prepared a Master Plan after organising educational surveys of each district, showing the places where new secondary schools are required, and we suggest that applications for the opening of new schools at the places earmarked in the Master Plan or at places considered necessary by the Department, should receive preference for the grant of initial interest-free loans. Such new schools will also require buildings loans but the question has been dealt with later in this chapter.

Payment of grants in instalments

23. Under the Grant-in-aid Code at present in operation in the old Bombay State area, aided schools of not less than 5 years' standing are eligible to receive maintenance grants in three instalments

to enable them to meet their expenses, the second and third instalments being paid only after the receipt of the audited statement of accounts. In Saurashtra, the grant-in-aid rules require the disbursement of grants in three instalments, the first instalment being payable in June, the second in October and the third before March 15. In Marathwada representations were made to us that schools used to receive monthly grants under the old administration and that the procedure should be restored. In our questionnaire, we had invited opinions specially as to whether maintenance grants should be paid monthly, quarterly, half-yearly or yearly. Opinion was inclined generally towards the quarterly payment of the maintenance grant. We consider that, from all points of view, it is desirable to pay grants on a quarterly basis, and the first quarterly payment should be made in June, the beginning of the school-year.

RECOMMENDATION 83

We recommend the payment of quarterly grants, the first quarterly payment being made in June, the beginning of the school-year, the second and the third quarterly payments being made in September and December respectively and the last instalment being paid in good time before the close of the year

Grants for salaries higher than the standard scales

24. There are schools which pay higher salaries to their teaching staff. It is possible that there may be some schools which may pay rates of salaries higher than those proposed by us elsewhere, but we consider that the grant in all such cases should be restricted to the expenditure on the basis of the standard salary scales which may be approved by Government.

RECOMMENDATION 84

We recommend that, although schools should be left free, if they so desire, to pay salaries higher than the standard salary scales approved by Government, the expenditure on salaries for the purposes of the assessment of the Government grant should be restricted to the amount admissible on the basis of the scales approved by Government.

Grants for schools charging very high fee-rates

25. At present in the Grant-in-aid Code in operation in the old Bombay State area, schools charging tuition-fees at rates higher than one and a half times the rates prescribed for the areas concerned, are not eligible for grant-in-aid of any kind. We consider that this is a salutary provision and should be universally applied.

RECOMMENDATION 85

We recommend that schools charging tuition fees at rates higher than one and a half times the rates prescribed for the areas concerned be not held eligible for grant-in-aid.

Experimental schools

26. We are definitely of the opinion that schools maintaining a high standard of efficiency and willing to undertake experimentation should be given as much encouragement as possible by the Department, as this would have a very salutary effect on Secondary Education. The Department should, however, adopt a selective approach in placing schools on the list of experimental schools which deserve special encouragement. The experiments should be such as would contribute to the improvement of Secondary Education in general. In the case of such schools it will not only be necessary to pay them recurring and non-recurring grants on the usual basis but to sanction special *ad hoc* grants for any projects undertaken by schools. Such grants should be adequate to meet the expenditure involved in the projects undertaken. Even such schools as charge high fee rates and are not eligible for normal maintenance grants, should be admitted to this scheme provided their standard of work is high and they undertake projects which are useful for secondary education. We consider that Government should make a special provision in the budget on a liberal basis for this purpose. The results of experiments conducted should be brought to the notice of schools throughout the State. The Departmental machinery in every region should function as an agency for cross-fertilisation, bringing to the notice of schools and educational institutions interesting and useful projects and experiments undertaken by experimental schools and stimulating and encouraging other schools to take up work of this nature. At present the Department is encouraging experimental schools to a limited extent but we consider that this policy should be more vigorously followed and that *ad hoc* grants on a liberal basis should be paid to enable schools to undertake projects.

RECOMMENDATION 86

We recommend that the Department of Education should encourage and aid on a liberal basis schools maintaining a high standard of efficiency, undertaking experiments likely to contribute to the improvement of Secondary Education and Government should make a liberal provision specially for this purpose in the educational budget. We also recommend that the Department should give the widest possible publicity to the experiments undertaken and the results obtained so as to encourage other schools to participate in work of this nature.

Grants for Higher Secondary and Multi-purpose Schools

27. The Government of India have been subsidising the scheme relating to Higher Secondary and Multi-purpose schools on a fairly liberal basis. The Mudaliar Commission on Secondary Education made a definite recommendation that the Centre should assume a certain amount of direct responsibility for the contemplated reorganisation of Secondary Education and give financial aid for the purpose. The International Study Team, in its report suggested "the Centre, in co-operation with the States, should take the lead in the considerable reconstruction which the system of school finance requires". The Team also recommended "Central aid should be given to the States and the States' aid should be given to the local school system". At present, we understand, that the Centre is paying recurring grants in respect of Multi-purpose and Higher Secondary Schools at 60 per cent. of the additional admitted expenditure and in respect of non-recurring expenditure the total percentage of grants paid to such schools is 80, which includes the 60 per cent. share of the Centre and the remaining 20 per cent. share of the State Government. Central aid on this basis is likely to be received during the Plan periods, but if necessary the State Government may make a strong representation to the Centre for the continuance of the aid as a permanent measure.

RECOMMENDATION 87

We recommend that the existing basis for recurring and non-recurring grant should continue in the case of Multi-purpose and Higher Secondary schools.

Vocational High Schools in the old Bombay State Area

28. We understand that the Vocational High Schools in the old Bombay State area are being converted into Multi-purpose schools and receiving grants at the rates for such schools. No special basis for grant-in-aid is, therefore, necessary in their case.

Craft in Secondary Schools

29. Craft is one of the subjects of study in the Secondary schools, it is included in the S. S. C. Examination Scheme; it is also included in the Scheme of Higher Secondary Schools. It is already a subject of study in Vidarbha and in some schools of Saurashtra. The Secondary Schools of the old Bombay State have not provided for the teaching of this subject on a large scale mainly for want of funds towards the cost of equipment etc. It is desirable to encourage a larger number of schools to introduce the subject and Government should make provision for its contribution towards the expenditure in this connection. We feel that Government should pay at least

2/3rds of the cost of equipment and should treat the expenditure on the salary of the teacher of the respective craft as a normal part of the salaries of the staff.

RECOMMENDATION 88

We recommend that to encourage the teaching of Craft in secondary schools, Government should pay 66-2/3 per cent. of the expenditure on equipment and treat the expenditure on the teacher and raw materials as normal expenditure for the maintenance grant.

List of admissible items of expenditure

30. In the Education Manual of the old Bombay State a list of admissible and inadmissible items of expenditure has been included. The ex-Madhya Pradesh Government had circularised a list of items of expenditure which were to be held admissible for the calculation of maintenance grants in their letter No. 5693/4674-XVIII/55 of 5th October 1955. We had invited opinions about the desirability of compiling an exhaustive list of items of school expenditure which should be held admissible for the maintenance grants. The Bombay State Federation of Head Masters' Associations has suggested that it would be better to have a carefully drawn up small list of inadmissible items and that all legitimate and essential expenditure should be held admissible for grant-in-aid, any expenditure or a portion thereof which is in excess of the limits prescribed under the rules may be held inadmissible. We consider that all items of school expenditure, which are of an educational value, should be held admissible for grant, and the Department should compile a comprehensive and exhaustive list of items of school expenditure to be held admissible for grant purposes. There appears to be a fairly general impression that the departmental approach towards the question of admitting expenditure for the grant is, to some extent, on the rigid side. There is a case for the attitude of departmental officers being liberalised on this question. The Department should take a liberal view for admitting expenditure which has an educational value and the officers should have the discretion to admit for grant purposes items of school expenditure, which, although not in the approved list, have an educational value.

RECOMMENDATION 89

We recommend that the Department of Education should take steps to compile a comprehensive and exhaustive list of items of school expenditure which should be held admissible for grant purposes, that Educational Officers be vested with discretion to admit items which may not be in the approved list but which have an educational value and that a broad and liberal view be generally taken in admitting expenditure of an educational value for the purpose of grant.

Building, Site and equipment grants

31. Building and Site grants are at present payable in the old Bombay State area at a rate not exceeding one-fourth of the total expenditure in the case of ordinary secondary schools. In Saurashtra, building and Site grants are admissible at a rate not exceeding one half of the total admissible expenditure. In Vidarbha the rate is one-third of the approved expenditure in the case of boys' schools and one half of the approved expenditure in the case of girls' schools. In 1956-57 and 1957-58, however, building grants were sanctioned at the following rates: —

- (i) Boys' Schools at 1/6th of the approved expenditure, and
- (ii) Girls' Schools at 1/4th of the approved expenditure.

There was apparently no special provision for building grants in Marathwada and Kutch.

32. In the old Bombay State area, a scheme for the grant of building loans for the construction of buildings or for the purchase of sites or playing fields etc. in the case of non-Government secondary schools has been introduced since 1955 and during the last three years loans were sanctioned as under:—

Year	No. of Institutions.	Amount.
		Rs.
1955-56	... 25	4,85,000
1956-57	... 21	2,66,830
1957-58	... 79	13,23,000

The rate of interest charged on the loans granted varies from 4 to 4½ per cent. One of the conditions laid down in the Scheme is that expenditure on account of rent of school buildings for which loans have been advanced by Government will be admitted for grant according to the usual rates in that behalf during the period of repayment of the loans and also thereafter. However the expenditure on the repayment of loans out of school funds, if any, will not be admitted for grant, but will be regarded as approved expenditure for the purposes of the surplus etc. The loans are repayable in 15 easy instalments and interest is charged at current market rates. The Scheme has been extended to all the regions of the State during 1957-58.

We consider that building loans should be advanced by Government to a much greater extent than at present, as our investigations have brought out the fact that in a large number of cases, schools are urgently in need of buildings or additional accommodation and particularly of playing fields. One of the greatest hurdles which new schools have to cross is the provision of a building site, a suitable

building and a play-ground and we were informed that if Government could ensure the grant of loans at cheap rates of interest, repayable in easy instalments over a period of about 30 years, the present difficulty in the way of new schools coming up will be greatly eased not only in rural areas but also in a large number of urban centres where at present there is far too much overcrowding in schools. We consider that preference should be given in the matter of the grant of loans to new schools.

We may point out that Shri Thakorebhai Thakore, M.L.C. informed us that there was overcrowding in some of the schools in urban areas in Gujarat and he recommended the grant of building loans. The Bombay State Federation of Secondary Teachers' Associations complained that provision of school facilities was inadequate in urban areas due to overcrowding and recommended the grant of plots to schools at cheaper rates. Shri C. C. Shah, President of the Bombay State Federation of Headmasters' Association was also of a similar view. He said that no land was available for play-grounds or buildings. He also advocated the organisation of surveys of the school population with a view to ensuring a planned educational development, as facilities were at present unevenly distributed. It was also urged by some that in all new colonies and new townships and localities, adequate plots of land should be reserved for school buildings and play-grounds:

We made very careful inquiries and sounded opinion in all regions and at all levels as to the rate of interest to be charged and the period for the repayment of the loans. Opinion was overwhelmingly in favour of the grant of interest-free loans, although a section of the opinion agreed to the levy of interest at cheap rates in view of the fact that Government would probably have to borrow money for the purpose and pay interest. We have given our careful thought to this question and we consider that the rate of interest on building loans should not exceed 4 per cent., the loan being repayable within 30 years. This will encourage building activity to a much greater extent and relieve the congestion in some of the areas as well as stimulate fresh educational effort in the rural areas.

We understand that the P. W. D. in assessing rent of buildings, provide for interest at $4\frac{1}{2}$ per cent., depreciation at 2 per cent. and repairs at 1 per cent. and admit rent at $7\frac{1}{2}$ for purposes of the Government grant. We consider that schools should be allowed to charge rent at a rate of $7\frac{1}{2}$ per cent. on buildings for which they have received loans and that if this is done it should not be difficult for schools to pay interest on the loan at a rate not exceeding 4 per cent., at the same time, finding enough money to repay the loan in 30 instalments.

(G.C.P.) L-B Na 1177-11

We also consider that while preparing development schemes in the case of existing towns and in the lay-out of new townships there should be provision for a progressive increase in and suitable location of school buildings.

RECOMMENDATION 90

We recommend that loans for buildings, sites and play-grounds should be advanced by Government on a much more liberal basis for the construction of school buildings and for additions to existing buildings. Preference should be given to cases of new schools in

the matter of building loans and also to schools in rural and backward areas and to such schools in urban areas where there is overcrowding. We also recommend that such loans should be repayable within 30 years in easy instalments and that the rate of interest on such loans should not exceed 4 per cent. We also recommend that school authorities be allowed to charge rent at 7½ per cent. on school buildings for which they have received loans and that such rent be admitted for Government grant.

RECOMMENDATION 91

We also recommend that in all development schemes in the case of existing towns and in the lay-out of new townships provision should be made for a progressive increase in the location of school buildings, play-grounds etc.

Equipment grants

33. In the old Bombay State area under the Grant-in-aid Code expenditure on school equipment such as school furniture, library,

We consider that the provision for the assessment of equipment grants as in the Bombay Code is generally suitable and that it should be applied uniformly in all areas.

RECOMMENDATION 92

We recommend that equipment grants in the case of non-Government Secondary Schools on the recurring and non-recurring basis be paid in all areas on the lines and to the extent as laid down in the Grant-in-aid Code for the old Bombay State area and that adequate provision for the purpose be made in the educational budget every year after working out a realistic forecast of the requirements of the schools in the matter.



CHAPTER VII

SCHOOL FEES

Intricate pattern of school fees and concessions in the main regions.

The main regions of the new Bombay State present a highly intricate and complex pattern of school finance, including school fees, pay scales of the teaching service and grant-in-aid. Although the strands of this financial structure differ from one another merely in the degree of their complexity, the question of school fees, with its wide incidence and with its impact on almost every section and level of the society, seems to have been largely responsible for public agitation and uneasiness in the matter of integration. This is particularly so in those regions where rates of fees are comparatively low or secondary education is free in certain schools or for a certain age group of pupils. The different regions in the Bombay State have different scales of pay. Similarly the fee concessions for the different classes of pupils are also based on different considerations. The problem of the integration or unification of the system of school fees and concessions is likely to involve far-reaching changes in some of the regions of the Bombay State. Schools in the new regions, which have become the component parts of the Bombay State, have been operating on schemes of school fees and fee concessions which *vis-a-vis* the general scale of school fees charged in the territory of the old Bombay State are more liberal. There was, therefore, a general demand from these regions for the maintenance of the *status quo*. It was also strongly represented in certain quarters that instead of extending the Bombay system to the new regions, the scale of fees and fee concessions in the schools in the territory of the old Bombay State should be liberalised and brought into line with that in the new regions. Witnesses and representatives from Vidarbha, where the rates of school fees are comparatively low, with provision for a very large variety of fee concessions, were vehement in their demand that schools in Vidarbha should not be deprived of the concessions already granted and that, if necessary, Government should consider the advisability of extending such concessions to schools in the other areas. In every part of the Nagpur Division, which we visited, representations of this nature were made to us by almost every section of educational opinion, including representatives of the Nagpur University, members of the Vidarbha Board of Secondary Education, representatives of the Vidarbha Federation of Secondary School Teachers' Associations, school managements, teachers and parents. The plea put forward by each group or section was merely a variation on the central theme that a very progressive step had been taken by the ex-Madhya Pradesh Government in introducing a scheme of school fees and concessions which was appropriate to the conditions in Vidarbha, and that it would be highly retrograde to go back on this policy.

2. The keynote of the system of school fees and concessions in Saurashtra is a degree of heterogeneity, which is not noticeable in any other areas. The State of Saurashtra, as already remarked, was formed out of a very large number of small Kathiawar States and this accounts for the variations in the system in operation in several parts of Saurashtra. In certain old States such as Gondal, Morvi and Jamnagar, education was free and this practice has been maintained. In certain other old States like Limdi and Lakhtar, pupils from such States were exempted from any tuition fees in the schools maintained by those States, while pupils from other areas were charged fees according to the rates of fees which were in vogue in the covenanted States, and this practice also continues. In Kutch, no fees, except term fees, are charged in Government secondary schools. Representatives from Saurashtra and Kutch urged that the *status quo* should be maintained and that certain parts of Saurashtra, including Kutch, had not made any appreciable progress in education and deserve, therefore, to be granted preferential treatment in the matter of school fees and fee concessions. In Marathwada, education up to Standard VII is free in all Government middle schools and no tuition fees are charged. The rates of tuition fees charged in Government high schools are also low as compared to those charged in private secondary schools.

3. It will be seen that the question of evolving a uniform system of school fees and concessions applicable to the various regions of the State was, by no means, easy of solution. Before dealing with the question further, it would be desirable to give a brief account of the rates of fees and fee concessions in operation in each of the main regions. We have not dealt with the special concessions allowed in the case of children of Scheduled Castes, Scheduled Tribes etc., who are protected under the Constitution. Similarly displaced pupils, who are regulated under special schemes and are not covered by the general orders, are also not dealt with here.

Rates of fees and fee concessions in operation in the main regions of the State

Old Bombay State area

4. No fees were charged in secondary schools in the Bombay Presidency, as the State was then known, till 1840. The Board of Education introduced, for the first time in 1841, the principle of levying fees in English Schools, which were then almost similar to secondary schools, and a fee of As. 8 was charged to pupils belonging to well-to-do families, while poor and deserving pupils were educated free. After the establishment of the Department of Education in the Bombay Presidency in 1855 the rates of fees in Government schools were increased from time to time. Uniform fee

rates were not, however, introduced in all Government secondary schools and the usual practice followed was to adopt separate rates of fees in each school with special reference to local conditions. On the whole, however, the fees in Government schools varied from about Re. 1 per month at the middle stage to about Rs. 2 to Rs. 3 per month in the high school stage. It was only in 1911 that uniform rates of fees were levied in Government schools as under :—

Locality.	Std. I-III.		Std. IV-V.		Std. VI-VII.	
	Rs. a. p.		Rs. a. p.		Rs. a. p.	
Bombay City	...	2 8 0	...	3 8 0	...	4 8 0
Mofussil	...	1 8 0	...	2 8 0	...	4 0 0

A further upgrading of the fee rates in Government secondary schools took place after about a decade in 1921-22, as under :—

Std.		Bombay City.		Mofussil.	
		Rs. a. p.		Rs. a. p.	
I	3 0 0	...	2 0 0
II	3 0 0	...	2 8 0
III	4 0 0	...	2 8 0
IV	5 0 0	...	3 8 0
V	5 0 0	...	3 8 0
VI	6 0 0	...	5 0 0
VII	6 0 0	...	5 0 0

In non-Government schools also there was a gradual rise in the fee rates charged. Up to 1881 managements of private schools were free to levy rates of fees according to the circumstances of their schools, but the Indian Education Commission of 1882 had recommended that the Department should determine the rates of fees to be charged and the percentage of free studentships to be granted in private schools in order to prevent unhealthy competition. Government accepted this recommendation and directed that free studentships in private secondary schools should not exceed 15 per cent. of the enrolment and that the approval of the Department should be obtained for the rates of fees to be charged in aided schools. In 1911 it was laid down that the fees in recognised schools should not be less than 2/3rds of those charged in Government schools of the locality, and these orders continued in force right up to 1948. As a result of these orders, fees in private secondary schools increased in proportion to those in Government secondary schools and the total revenue from fees in all secondary schools, which represented about 47 per cent. of the total direct expenditure on secondary education in 1911-12 increased to about 64.4 per cent. in 1946-47. On the

recommendation of the Secondary Schools' Committee, Government prescribed in 1948-49, the minimum and maximum rates of fees to be charged in non-Government secondary schools as under :—

	For the lowest class.	For the highest class.
	Rs	Rs.
(a) Greater Bombay	... 5	8
(b) Ahmedabad, Baroda, Poona, Surat and Sholapur.	4	7
(c) Other areas	... 3	6

Schools are not allowed to transgress these limits without the permission of the Department and they are not held eligible for any grant if they charge fees exceeding $1\frac{1}{2}$ times the prescribed limits. As regards fee concessions, the following are available :—

(1) In Government secondary schools for boys, 20 per cent. of pupils in each class are given freestudentships, while this percentage is 25 in the case of Government girls' schools. In the case of joint families, the income limits for eligibility for this concession are Rs. 3,600 for Greater Bombay, Rs. 3,000 for Poona, Ahmedabad, Kolhapur and Baroda, and Rs. 2,400 for other places. The limits for others are Rs. 3,000, Rs. 2,400 and Rs. 2,000 respectively.

(2) All non-Government secondary schools are expected to award at their own cost about 5 per cent. freestudentships to poor and deserving pupils. Usually such freestudentships are allowed up to 15 per cent. of the enrolment.

(3) In addition to the usual freestudentships (up to 15 per cent.) provided by the managements of private schools as mentioned above, the Government of Bombay have sanctioned the award of freestudentships to poor and deserving pupils in recognised non-Government secondary schools in the 24 districts of the old Bombay State area at the rate of 3.5 per cent. of the total number of pupils subject to certain conditions. This Government freestudentship can only be given to a pupil, provided the annual income of the parent or guardian from all sources does not exceed Rs. 2,400 in Bombay City and Rs. 2,000 in other places. The concession under this scheme is restricted to (i) tuition fees, (ii) term fees, and (iii) admission fees, if charged separately. One of the important conditions laid down by Government is that schools are required to grant the same percentage of freestudentships at their own cost as was granted in the previous year or 5 per cent., whichever is more. The expenditure incurred by Government on the award of freestudentships under this scheme during 1957-58 is reported to be

Rs. 9,54,920 and the budget provision proposed for the purpose for 1959-60 is Rs. 13,00,000 (Rs. 6,11,000 ordinary budget plus Rs. 6,89,000 Five-Year Plan budget).

(4) Children of women teachers, whose income from all sources does not exceed Rs. 100 per month are eligible for exemption from the payment of tuition fees in secondary schools.

(5) Children of soldiers who died or were permanently incapacitated during the last war are eligible for exemption from the payment of fees and also for cash allowances varying from Rs. 12 per annum at the Primary stage to Rs. 180 per annum at the Collegiate stage.

(6) Freestudentships are granted to sons and daughters of full-time teachers, including headmasters, studying in any of the secondary schools conducted by the managements employing the teachers concerned. No grant is admissible on account of this concession.

Rajkot Division (Saurashtra)

5. Revised Grant-in-aid Code Rules have been introduced in Saurashtra since 1st April, 1954, and Rule 34 lays down that fees, if any, charged in a recognised institution shall be those that are approved by the Director of Education and are according to the following scale :—

Stds.	Minimum rates			Maximum rates.		
	Rs. a. p.			Rs. a. p.		
V	1 0 0	...	3 0 0	...
VI	1 8 0	...	3 12 0	...
VII	2 0 0	...	4 0 0	...
VIII	2 8 0	...	5 8 0	...
IX	3 0 0	...	6 4 0	...
X	3 8 0	...	7 0 0	...
XI	4 0 0	...	8 0 0	...

Prior to the Reorganisation of States, an attempt was made by the previous Saurashtra Government to raise fees according to a phased programme providing for three stages and to make them uniform throughout the State of Saurashtra. Had this programme been implemented, the rates of fees proposed would have still been lower than those charged in schools in the territory of the old Bombay State. But the proposal, we are informed, touched off an agitation of such proportions that the Government had to drop the scheme.

As already remarked, there is a variety of fee concessions in Saurashtra. The total number of secondary schools in Saurashtra at the end of 1956-57 was 156. In 45 Government secondary schools no tuition fees are charged, while in 40 other Government schools the tuition fees charged are as under :—

- As. 4 to Rs. 2-0-0 in Standard V.
- As. 6 to Rs. 2-0-0 in Standard VI.
- As. 8 to Rs. 2-0-0 in Standard VII.
- As. 12 to Rs. 3-8-0 in Standard VIII.
- Re. 1-0-0 to Rs. 3-8-0 in Standard IX.
- Rs. 1-8-0 to Rs. 5-0-0 in Standard X.
- Rs. 2-0-0 to Rs. 5-0-0 in Standard XI.

The rates of fees charged in non-Government schools have been indicated above. In Government schools where education is not free, freestudentships at 10 to 25 per cent. of the enrolment are allowed on the basis of merit and the financial condition of the parents or guardians but there is no income limit. Private aided schools are required to give 10 per cent. freestudentships at their own cost and there is no income limit in this case either. Children of teachers employed in Government schools are exempted from tuition fees under an order of the ex-Saurashtra Government issued in June 1949. We understand that this concession was intended for teachers who were in employment at the time when this order was issued, but rightly or wrongly, children of teachers employed thereafter also receive this concession. Children of teachers in Government primary schools on the date on which the above order was passed also continue to enjoy the concession, even though the services of the teachers concerned have been transferred to the District School Boards since 1956.

Kutch

6. No fees are charged in Government secondary schools except term fees. In non-Government secondary schools the rates of fees vary from school to school, but the rate in Standard V ranges from Re. 1 to Rs. 2-1-0 except in the case of schools in Adipur and Gandhidham where the rate of fee is Rs. 5-8-0. For Standard XI the rates of fees vary from Rs. 4-0-0 to Rs. 6-1-0, except at Adipur and Gandhidham where the rate is Rs. 8.

Private secondary schools award freestudentships between 7 per cent. and 10 per cent. at their own cost on an annual basis and no rigorous income limit has been laid down. It is not obligatory on private schools to provide for a minimum number of freestudentships.

Nagpur Division (Vidarbha)

7. The following are the rates of fees charged in Government and non-Government secondary schools in Vidarbha :—

	I. E. M. Schools (Classes V—VIII).	High Schools. (Classes IX—XI).	
		Low	Higher
	Rs.	Rs.	Rs.
(i) For non-agriculturist	24 per annum.	54 per annum.	60 per annum.
(ii) For agriculturist	24 do.	48 do.	54 do.
(iii) For girls	6 do.	24 do.	24 do.

The lower rates of tuition fees are charged in the high schools in the Chanda district only. Non-Government secondary schools for girls have been given the option to charge fees at the rates prescribed for Government boys schools.

There is a wide variety of fee concessions in Vidarbha and the main concessions are summarised below :—

1. *Free education for the age group 6-14.*—The ex-Madhya Pradesh Government granted with effect from 1st July, 1956, full exemption from the payment of tuition fees in all types of schools, including Anglo-Indian Schools, to all pupils within the age group 6-14, subject to certain conditions. The exemption is intended to start from the month in which the child attains the age of 6 years and to be operative until the age of 14 years is attained, provided that if the pupil attains the age of 14 years in the middle of the school session, the exemption continues till the end of the session. Such extension of exemption is not, however, given beyond class VIII. Fee grants under this concession are paid to schools direct in three instalments, the first instalment being of four months and the remaining two of three months each. It is reported that during 1957-58, 93,791 pupils in Vidarbha availed themselves of this concession and that the actual expenditure incurred during that year on this account amounted to Rs. 24,04,000. The budget provision proposed on this account for 1959-60 is Rs. 30,42,557.

2. *Exemption from the payment of tuition fees to sons and daughters of Government and Local Body employees.*—Under this concession, exemption from tuition fees is granted in all types of schools in the case of children of those drawing pay not exceeding Rs. 100 per month including Dearness Allowance or its equivalent. In the case of those in receipt of more than Rs. 100 but less than Rs. 200 per month including Dearness Allowance, exemption from the payment of half the tuition fees is permissible in schools of all types. Fees do not include laboratory, library and games fees.

It is reported that 5,091 pupils enjoyed this concession during 1957-58 and that the actual expenditure on this account was Rs. 1,69,470. The budget provision proposed for 1959-60 for this purpose is Rs. 2,30,290.

3. *Educational concessions to children of teachers.*—(a) Full exemption from the payment of tuition fees in all types of schools is permissible in the case of children of teachers drawing pay not exceeding Rs. 100 per month exclusive of Dearness Allowance or its equivalent.

(b) Exemption from the payment of half the fees in all types of schools is permissible for children of teachers drawing a pay exceeding Rs. 100 but not more than Rs. 200 per month exclusive of Dearness Allowance. Fees do not include games, laboratory, or library fees. 739 pupils are reported to have received this concession in 1957-58 and the actual expenditure incurred on this account was Rs. 23,750. The budget provision proposed for this purpose for 1959-60 is reported to be Rs. 49,020.

4. *Concessions to children of agriculturists possessing less than 20 acres of land.*—This concession came into force from 1st July, 1956. For the purposes of this concession "an agriculturist" is defined as—

(a) any owner or holder of land actually working and living on the land and subsisting on income derived mainly from the land in the State,

or

(b) a village artisan.

This concession is admissible in the case of children above 14 years of age, subject to certain conditions. The concession includes exemption from the payment of tuition fees in all types of recognised schools up to and inclusive of the Matriculation standard, but it does not cover any fees such as games, library, laboratory etc., fees. Fees are reimbursed to non-Government schools at the rates prevailing in Government schools of the corresponding grades and the reimbursement is made in three advance instalments as usual. The number of pupils who received this concession in 1957-58, was 20,850 and the actual expenditure on this account was Rs. 7,25,022. The budget provision proposed for 1959-60 for the purpose is Rs. 9,20,360.

5. *Grant of educational concessions to children of landless labourers.*—This concession came into force from 1st July, 1954. Children of landless agricultural labourers residing outside the Corporation or Municipal areas, are exempted under this concession from the payment of tuition fees in all types of recognised schools.

Special fees such as those for libraries etc., are not covered by this concession. "A landless agricultural labourer" is defined as a person—

(a) who earns his livelihood by engaging himself in agricultural work as a labourer, and

(b) who does not own or hold any land.

The number of pupils who received this concession during 1957-58 is reported to be 8,020 and the actual expenditure incurred on this account during that year was Rs. 2,85,600. The budget provision proposed for 1959-60 for the purpose is Rs. 3,34,960.

6. *Orphans and destitute children residing in recognised Orphanages.*—This concession came into effect from 15th July 1955. The concession provides for exemption from the payment of tuition fees chargeable by Government schools and recognised non-Government schools. The latter schools are paid fee grants for the purpose. The number of orphans and destitute children who received aid under this concession during 1957-58 was 77 and the actual expenditure incurred on their account was Rs. 3,672. A budget provision of Rs. 8,400 has been proposed on this account for 1959-60.

7. *Free education for children of the territorial army personnel up to Matriculation.*—This concession came into force from the year 1956-57 and is applicable to children above the age of 14 years up to Standard XI subject to certain conditions. The concession does not cover special fees such as games etc. During 1957-58, no child was in receipt of this concession but a provision of Rs. 4,500 has been proposed on this account for 1959-60.

8. *Children of Police personnel losing their lives while on duty.*—This concession also came into force from 1st July 1956. The concession provides for exemption from the payment of tuition fees, but not games and similar fees, up to Std. XI in all recognised schools. Only one pupil was reported to be in receipt of this concession during 1957-58 and the actual expenditure incurred during that year was Rs. 96. A budget provision of Rs. 4,450 has been proposed for this purpose for 1959-60.

9. *Free education to sons and daughters of political sufferers.*—This concession came into force from 1st July 1956. This concession is admissible in the case of children and wards of political sufferers who possess less than 50 acres of land and have no other source of income or who do not pay Income or Professional Tax and are wholly dependent on such political sufferers. Exemption from tuition fees, but not from other fees, is admissible in all

recognised schools' up to Std. XI. A political sufferer for the purpose of this concession is one who had, as a result of his participation in any of the freedom movements between 1920 and 1947, been either detained or imprisoned for a period of at least six months. A Magistrate's certificate is accepted as a proof and the political sufferer has to file an affidavit to the effect that he fulfils the condition of eligibility about the size of the land and the payment of Income or Professional Tax. The number of pupils who received this concession during 1957-58, is reported to be 132 and the actual expenditure incurred on their account was Rs. 4,157. A provision of Rs. 13,580 has been asked for 1959-60.

10. *Fee rates for agriculturists in the Chanda District.*—The concessional fee rate for agriculturists is Rs. 48 in the Chanda District.

For this purpose an agriculturist is one who is an occupant, tenant or sub-tenant of land and who actually works and lives on the land or subsists on income derived mainly from the land, provided that the rent or land revenue assessed on the holding does not exceed Rs. 150 per annum.

11. *Free studentships in private secondary schools.*—Private schools are expected to give freestudentships at 10 per cent. of the enrolment. No. freestudentships are given in Government secondary schools.

12. *Free concessions in the case of brothers and sisters reading in the same Government schools.*—In the case of brothers and sisters reading in the same Government school, the one who is in the highest class is required to pay the full fees and the rest are allowed to pay at half rates. There is no income limit for this concession. Private schools also give this concession.

8. It will be seen from the foregoing brief review of the fee concessions allowed in schools in Vidarbha that the majority of them came into force from 1st July, 1956, but the orders were passed practically on the eve of the States Re-organisation. The concessions also are of various types and some of them at any rates need to be reconsidered in the light of the present social and economic set-up. Some of the concessions would seem to be out of place, while some of the other concessions, especially the one providing for free education for children in the age group 6—14 are based on unexceptionable principles and we have dealt with this question later in this chapter. A rough estimate on account of the main concessions in Vidarbha places the cost at about Rs. 42,86,000.

Marathwada

9. The fee rates in Marathwada in Government schools are as under :—

Government Schools (Classes VIII, IX, X) Secondary.

VIII Class	... 87 nP.
IX „	... 87 nP.
X „	... Rs. 1-06

*Government Schools (Classes VIII-XI) higher Secondary
Multipurpose Schools.*

VIII Class	... Rs. 3
IX „	... Rs. 3
X „	... Rs. 3

Non-Government schools are authorised to charge a fee of Rs. 3-50 for classes VIII, IX and X but not more than Rs. 5.

Education up to class VII in all Government middle schools is free and no tuition fee is charged.

Full freestudentships to the extent of 20 per cent. and half free-studentships to the extent of 40 per cent. are given in the case of Government boys and girls schools. There is no income limit prescribed. Private schools are also required to give freestudentships as in the case of Government schools. It has also been laid down that no fees should be charged in primary schools and also in primary sections of secondary schools at such places where there are no separate primary schools (*vide* Art. 291 of the Hyderabad Education Code). On the free-list, preference is given to boys of agricultural and labouring classes and to children of defunct or pensioned servants of Government whose salary was less than Rs. 50 p. m. at the end of their service (*vide* Art. 294 of the Hyderabad Education Code). Teachers in Government employ in receipt of salaries not exceeding Rs. 50 p. m. are eligible to have their children enrolled as free students in the schools in which they are employed (*vide* Art. 308 of the Hyderabad Education Code).

Puzzling mosaic of concessions

10. It will be seen from the foregoing brief account of the fees and fee concessions at present allowed in the main regions of the State that they present a puzzling mosaic, the various parts of which are not easy to fit into a simple and unified pattern appropriate for the whole State. Our task was rendered more difficult because of the claims put forward by some of the representatives from the various

regions for the retention of the prevailing fee rates in their respective areas and of the concessions which they were already enjoying and their general disinclination to agree to any common scheme which might lead to the upgrading of the fee rates and the curtailment of the concessions in vogue.

11. We shall first discuss the question of fee rates in secondary schools in the main regions of the State and the manner and method of evolving uniformity if possible.

Rates of fees in secondary schools

Apart from schools in Greater Bombay and in large places such as Ahmedabad, Poona, Surat, Sholapur and Baroda, the rates of fees in other areas of the old Bombay State are Rs. 3 in the lowest class and Rs. 6 in the highest class. In Marathwada, non-Government schools are authorised to charge a fee of Rs. 3.50, but not exceeding Rs. 5, for classes VIII, IX and X, so that the rates in Marathwada approximate to those for "other areas" in the old Bombay State viz., Rs. 3 to 6. In Saurashtra, the minimum fee rate for Std. X is Re. 1 and the maximum is Rs. 3 while the minimum fees rate for Std. XI is Rs. 4 and the maximum is Rs. 8. The maximum rates in Saurashtra also approximate to those for Greater Bombay in the old Bombay State area and are higher than the rates for schools in the other areas of the old Bombay State viz., Rs. 3 to 6. As regards Vidarbha, education is free for the age group 6—14 or approximately up to Std. VIII. The fee rate for non-agriculturists in Stds. IX, X and XI is Rs. 5 excluding the special lower rates in the Chanda District and lower rates for agriculturists and girls. It will be seen that the general rate of fee for Stds. IX—XI in Vidarbha is not much lower than the rate in Bombay for other areas. In Kutch the fee rates vary from school to school, but leaving the two schools at Gandhidham and Adipur, the rate in Std. V is generally Rs. 2 and that in Std. XI is generally Rs. 5 so that the variation from the Bombay pattern is not very great.

Views of important organisations and individuals

12. As we have already remarked, there was everywhere a general reluctance to any increase in the rates of fees or to any diminution in the scope and extent of the concessions already enjoyed; we also noted on the other hand that there were some responsible educational organizations and educationists and other elements in the school world who, while pressing for an improvement in the salaries paid to the teaching service and for a liberalisation of the basis of grant-in-aid, saw the wisdom of the society shouldering at least partially the extra burden involved. We were careful to sound public opinion as to the desirability of increasing rates of fees, particularly in those areas where the rates are comparatively low, in view of the

need for upgrading the salary scales of the teaching staff and the consequential increase in the grant-in-aid and also to remove or minimise regional disparities which were noticeable at present. The Federation of Brihad Gujarat Secondary Teachers' Associations recommended the maintenance of the *status quo* in respect of fee rates. However, a section of responsible educational opinion in each region was favourably disposed towards a moderate increase in the fee rates. For instance, the Vidarbha Federation of Secondary Teachers' Associations has suggested an increase in the fee rates as under :—

Area.	Standards						
	V	VI	VII	VIII	IX	X	XI
Rural ...	18	24	30	36	60	60	72
Urban ...	24	30	36	42	66	66	78

The Federation further suggested that the new rates should start from Class V, but that since in Vidarbha education up to 14 is free, the rates up to that age would start only in respect of reimbursement, as going back on the policy of providing free education up to the age of 14 would not be desirable. The Bombay State Federation of Headmasters' Associations has suggested that the rates of tuition fees in the different areas should be such as to meet the varying financial liabilities of the schools situated in any one of them. For this purpose, the Federation suggests that the area should be divided into four categories and minimum tuition fees for each should be fixed as under :—

- (a) Rural ... From Rs. 4 to Rs. 7.50
- (b) Urban ... From Rs. 5 to Rs. 9.
- (c) Bigger towns such as Ahmedabad, Nagpur, etc. From Rs. 6 to Rs. 10.
- (d) Bombay ... From Rs. 7 to Rs. 11.

The Federation feels that it should not be difficult to enforce simultaneously in all areas the new minimum rates of tuition fees which may be sanctioned by Government provided a proper approach is adopted. To minimise hardship to those who are already in Stds. V to XI, it has been suggested that the new rates should be gradually introduced, beginning with the lowest standard and restricted to new entrants and should be progressively extended to the higher standards year by year. It has also been suggested that all pupils enjoying fee concessions on the day on which the new scheme comes into force, should be guaranteed the enjoyment of such concessions till the completion of their school education.

13. In our questionnaire we had invited opinion as to whether there should be uniform rates of tuition fees for all areas and what such minimum rates should be. On analysing the replies received, the general sense in the various regions appeared to be as follows :—

Regions	Minimum	Maximum
<i>Old Bombay State—</i>		
Rural	3	7
Urban	5	9
Other Corporation Cities	6	10
Bombay	7	11
<i>Saurashtra—</i>		
Rural areas	1	4
Urban areas	2	5
Bombay	3	6
<i>Vidrabha—</i>		
Rural areas	2	5
Urban areas	2½	6
Bombay	3	8
<i>Marathwada—</i>		
Rural areas	3	6
Urban areas	4	7

A section of educational opinion appeared to be in favour of granting permission to schools to charge 50 per cent. higher maximum fee rates under certain conditions.

14 We interviewed a large number of witnesses representing a variety of interests and a cross-section of educational opinion. The Superintendent, Rajapur High School, Rajapur, who is a member on the Board of Secondary Education, said that there was no scope for an increase in fees and that at the most the maximum rate of Rs. 6 per cent. might be increased to Rs. 7 in the Ratnagiri District. He also suggested that the areas should be classified into four categories, with the addition of a new category comprising Taluka or Municipal towns, with a population of about 10,000 and above. Principal S. V. Kogekar of the Deccan Education Society, in his oral evidence agreed that there was a scope for an increase in the existing rates of fees to the extent of about 25 per cent. at the most, the fee in the top standard being raised to Rs. 10 and that at the lower standard by annas 8. He advocated however, an increase in the number of free-studentships. The heads of important high schools in Poona such as the Modern High School, New English School, N. M. V. High

School, etc., while giving evidence before us, agreed that fees might be raised, provided a liberal provision was made for freestudentships. Even in Saurashtra, a section of opinion favoured a small increase in fees. The heads of important non-Government high schools in Rajkot, Jamnagar, etc., favoured uniform fee rates to be gradually introduced within a period of 3 to 5 years. In Marathwada, Shri S. K. Vaishampayan, in his oral evidence before us, suggested that free-studentships and scholarships might be increased if parity in fee rates throughout the State were to be achieved. He suggested an increase in freestudentships according to a phased programme. He also advocated that fees in Government schools should be on a par with those in private schools.

15. The general impression formed by us on a careful and critical analysis of the documentary and oral evidence before us was that there was a section of opinion practically in every part of the State, though small but influential, which, on the whole, favoured a limited rise in the fee rates, with a liberal provision for fee concessions, in view of the rising cost of education and the need to improve the salary scales and to liberalise the basis for grant-in-aid.

Comparative study of the rates of fees in other States

16. For a comparative study of the rates of fees charged in secondary schools in other States, we wrote to the Education Departments in the different States and could obtain the requisite information from 11 States. In West Bengal the rates of fees in Std. V range from Rs. 3 to 5 and in Std. XI from Rs. 4-8-0 to 6. A term fee not exceeding one month's tuition fee, is also charged. In the Uttar Pradesh no tuition fees are charged up to Std. VI and in Stds. VII-X the rate of fees is Rs. 4-50 and in Stds. XI and XII, it is Rs. 8-75 in non-Government secondary schools. In Punjab, the fee rate in Government and non-Government secondary schools is Rs. 3 for boys and Rs. 1-50 for girls in Stds. V and VI, Rs. 4-50 for boys and Rs. 2-25 for girls in Stds. VII and VIII, and Rs. 6 for boys and Rs. 3 for girls in Stds. IX and X. In Pepsu schools the fee rate is Rs. 1-50 in Std. V and it goes up to Rs. 4 in Std. X. The amalgamated fund fee is also charged in boys and girls schools which ranges from 25 nP. p.m. per student in the Lower Middle Department to 50 nP. p.m. per student in the Higher Department and post-Matric classes for boys. For girls the amalgamated fund fee is 25 nP. in the Middle Department and 37 nP. in the High Department. In Bihar, the rates of fees for secondary aided schools for boys are Rs. 2-50 in Stds. VI and VII, Rs. 3-25 in standard VIII, Rs. 3-75 in standard IX and Rs. 4-50 in standards X and XI. For aided girls high schools, the rates are Rs. 2 in Std. VI, Rs. 2-25 in Std. VII Rs. 2-75 in standards VIII and IX Rs. 3-25 in standard X and Rs. 3-50 in standard XI. In Delhi, schools are divided into Grade I and Grade II for

purposes of fees, and Grade I fees are charged for those students the income of whose parents exceeds Rs. 5,000 per annum. The fee rates are as under :—

Class	For Boys		For girls	
	Grade I	Grade II	Grade I	Grade II
	Rs.	Rs.	Rs.	Rs.
VI	... 4	2.50	2	1.50
VII and VIII	... 6	5	3	2.25
IX	... 8	6	4	3
X	... 9	7	6	4
XI	... 10	8	6	4

In Madras, the rates of tuition fees in Government schools and schools under Local Bodies are Rs. 2.75 in Forms I, II and III and Rs. 5.25 in Forms IV, V and VI at the high school stage. It has also been provided that in institutions under private managements, the rate and levy of fees should be left, to a large extent, to the discretion of the managers, but that the managers may be required to levy reasonable fees and will not be permitted to compete improperly by unduly lowering the fees or permitting any method of payment other than that prescribed.

The rates of fees in secondary schools in the States referred to above have been framed presumably in relation to the conditions in each State, the basis of grant-in-aid, the scales of pay for the teaching staff and similar other factors.

Recommendations about fees

17. After carefully examining the question from every possible angle, we have come to the conclusion that there is a case for uniform rates of school fees in all the regions and also for a limited increase in the rates of fees in view of the considerations set forth above. We notice that in certain areas in the State lower fee rates are charged in secondary schools for girls and we consider that this is a good policy which should be extended to the whole State. In order to cushion the impact of the slightly higher fee rates which we have recommended, we have suggested elsewhere the concession admissible to brothers and sisters reading in the same school on the lines as prevail in Vidarbha to be extended to other areas. We also suggest that the whole State be divided into four broad areas as under :—

A—Greater Bombay.

B—Other Corporation Cities such as Nagpur, Ahmedabad and Poona.

C—Borough Municipalities.

D—Other areas.

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RECOMMENDATION 93

We recommend that for the purpose of the levy of fees in secondary schools, the State be divided into four areas and the minimum fee rates in ordinary secondary schools be charged in such areas as under :—

Area.	Bottom Class		Top Class	
	Boys.	Girls.	Boys.	Girls.
A—Greater Bombay ...	6	5	9	8
B—Other Corporation Cities such as Nagpur, Ahmed- abad and Poona.	5	4	8	7
C—Borough Municipal towns ...	4	3½	7	6½
D—Other areas ...	3	2½	6	5½

RECOMMENDATION 94.

We also recommend that proposals for charging fee rates lower than the minimum limits, if any, should be considered by the Deputy Director of the Division concerned on their own merits, and that such permission should not be granted unless satisfactory evidence is produced to show that the management concerned has secured the requisite donation, subscription or fees to make good the loss on account of the lower fee rates.

RECOMMENDATION 95

We also recommend that in the case of multi-purpose and higher secondary schools, an additional fee of Rs. 2 per month per student may be allowed to be charged in the top class, i.e. Standard XI.

18. The rates of fees recommended above are the minimum rates, but schools should be left free to charge higher rates, but we are of the opinion that the Department should scrutinise carefully every case in which higher fee rates are proposed by a school in relation to the general economic condition of the pupils in the school, the scales of pay paid by the school to the teaching staff, etc. In particular, if a school has a smaller number of pupils in each class either because it has adopted a policy of restricting numbers in classes, or has adopted a selective approach in admissions or because of any special projects undertaken by it or for other reasonable causes, the Department might allow higher fee rates to be charged which should, however, not exceed the rates necessary to balance the budget. Schools should on no account be allowed to charge exorbitant fee rates and any school charging rates exceeding 1½ times the prescribed rates, should be debarred from receiving normal aid from the Department. We also consider that permission to charge rates higher than the prescribed rates should only be granted by the Regional Deputy Director of Education on receipt of a report from the District Education Officer.

RECOMMENDATION 96

We recommend that each case for charging fee rates higher than the prescribed rates, should be scrutinised carefully by the Divisional Deputy Director of Education concerned, on its own merits, in consultation with the District Education Officer, particularly in relation to the economic condition of the pupils, in general, attending the school, the pay scales paid by the school to the teaching staff, the financial position of the school and the society conducting it, the enrolment in each class, experiments, if any, undertaken by the school and similar other factors and increased fee rates should only be sanctioned after the case for such increase has been fully established.

RECOMMENDATION 97

We also recommend that schools charging rates of fees exceeding $1\frac{1}{2}$ times the prescribed rates, be debarred from receiving maintenance grants but that such schools be held eligible for ad hoc grants if their educational efficiency is of a high order and if they undertake approved experiments or projects.

Equalisation of rates of fees in Government and non-Government Secondary Schools

19. The rates of fees charged in Government and non-Government secondary schools vary in all the regions. In the territory of the old Bombay State the fee rate charged in Standard V in Government secondary schools is Rs. 4-8-0 in Bombay and Ahmedabad and Rs. 3 in other places and in Standard XI the rate of fee is Rs. 7 in Bombay and Ahmedabad and Rs. 6 in other places. In non-Government schools the rates for the lowest and highest classes for (i) Greater Bombay, (ii) Ahmedabad, Poona, Surat, Baroda, and Sholapur, and (iii) for other areas are Rs. 5, Rs. 4 and Rs. 3 and Rs. 8, Rs. 7 and Rs. 6 respectively.

In Saurashtra, under the Grant-in-aid Code, minimum and maximum rates of fees for different standards have been prescribed for Government secondary schools and managers of non-Government schools have been permitted to prescribe rates of fees for different standards of their schools within the minimum and maximum limits, with the approval of the Director of Education. The position, however, is that in as many as about 45 Government secondary schools, no tuition fees are charged while in about 40 Government schools the rates of tuition fees charged vary from school to school and are comparatively lower than those in non-Government secondary schools as has been explained earlier in this chapter.

In Kutch, no fees are charged in Government secondary schools, while in non-Government secondary schools the rates of fees range from Rs. 2 to Rs. 8.

In Marathwada, education up to Standard VII in all Government schools is free and no tuition fees are charged. In Government high schools the following fees are charged :—

Standard VIII	...	...	Rs. 87 n.P
Standard IX	..	...	Rs. 87 n.P
Standard X	...	...	Rs. 1.06

In non-Government secondary schools the rates of fees charged are :—

Standard V	...	...	Rs. 1.25
Standard VI	...	...	Rs. 2.00
Standard VII	...	...	Rs. 2.75
Standard VIII	...	...	Rs. 3.50
Standard IX	...	...	Rs. 4.00
Standard X	...	...	Rs. 5.00

At places where classes have been permitted to be opened in Government schools by Local Education Committees on an aided basis, the rates of fees are as under :—

Standards V—VII	...	Rs. 2.50
Standards VIII—X	...	Rs. 3.50

It will be seen that particularly in Saurashtra and Marathwada, the rates of fees in Government secondary schools are lower. In Kutch, education is free in Government secondary schools. As a result of the low rates of fees charged in Government secondary schools in Saurashtra and Marathwada, there is a rush of pupils in Government schools, which are running to capacity, and in some of the schools the enrolment is very high and a large number of divisions have to be maintained to cope with the rush. In consequence of this lopsidedness, private enterprise has not flourished so far and is not likely to come forward to open schools in Saurashtra and Marathwada with the result that facilities for secondary education are not keeping pace with the increasing demand for secondary education. It is, therefore, very desirable that Government schools should charge rates of fees which are in no case lower than those levied in the corresponding classes in non-Government secondary schools. Disparity in fee rates which results in undercutting private schools and discouraging private effort should be removed. However, where education in Government schools is free, we suggest the following measures :—

- (1) Children up to the age of 14 should continue to get free education.

(2) Children over the age of 14 who are in the school concerned on the date on which the scheme comes into force, should pay fees at the standard rates subject to concessions on the basis of income of the parents or guardians prescribed by us for children up to the age of 14, later in this chapter.

(3) All new entrants to the school i.e., those above the age of 14 joining for the first time a Government school where education is free, should be required to pay normal rates of fees.

RECOMMENDATION 98

We recommend, therefore, that the rates of fees charged in Government secondary schools in all the regions should not be lower than the minimum suggested above for the corresponding classes of non-Government secondary schools in the areas concerned.

RECOMMENDATION 99

We also recommend that where education in Government school is free—

(1) *children up to the age of 14 should continue to get free education.*

(2) *children over the age of 14 who are in the school concerned on the date on which the scheme comes into force, should pay fees at the standard rates subject to concessions on the basis of income of the parents or guardians prescribed by us for children up to the age of 14 later in this chapter.*

(3) *all new entrants to the school i.e., those above the age of 14 joining for the first time a Government school where education is free, should be required to pay normal rates of fees.*

We are aware that in equalisation of the fee rates in Government and non-Government schools, particularly in Saurashtra and Marathwada, may result in some hardship, to the public. In Saurashtra, in a number of Government schools, very low rates of fees are charged as compared with those in non-Government schools. But we have made liberal provision for fee concessions and free education for the children of families in the lower income brackets and there should be no reasonable cause for complaint in consequence of the application of the principle of equalisation.

Term Fees

21. Under the Grant-in-aid Code for the old Bombay State, schools may charge a consolidated fee up to the amount of the monthly tuition fee prescribed for Standard V in the area concerned, but schools are debarred from charging separate fees for Drawing, Physical Education, supply of water, library, etc., which are normal

items of school expenditure. The consolidated term fee is intended to meet expenses on incidental and extra items such as medical inspection, school magazine, examination expenses, contribution to athletic associations, school functions and festivals, inter-class and inter-school tournaments etc. The term fee can be charged only twice a year, but schools shall, on no account, derive more income from this source than they propose to spend during the year. The income from term fees is at the disposal of the head of the school. A separate account of receipts and expenditure has to be maintained and the surplus carried over to the next year. Schools having a large surplus left over from term fees, are required to reduce their term fee rates during the subsequent year. The following is the list of items on which the expenditure is allowed to be met from the term fee :—

- (1) Medical Inspection.
- (2) School Magazine.
- (3) Examination expenses, i.e., the printing of question papers and the supply of answer books if there is a sufficient balance.
- (4) Contribution to Athletic Associations.
- (5) School functions and festivals.
- (6) Inter-class or inter-school tournaments.
- (7) Radio and its licence fee.
- (8) Games, major and minor.
- (9) Newspapers.

In Vidarbha monthly Amalgamated Fund fees are charged in all secondary schools for the purposes of expenditure on Games, Juvenile Library, Examinations, school magazine, gatherings etc., as under :—

	Per student.	Maximum rate per student.
	Rs. a. p.	Rs. a. p.
(1) Class V—VIII	... 0 5 0	0 7 0
(2) Class IX—XI	... 0 7 0	0 9 0

In Marathwada, in addition to tuition fees, Games, Library, Poor fund, A.C.C. and Radio fees are collected according to the orders of the Department of Education of the old Hyderabad State and the funds so collected are spent towards the expenditure on the items concerned.

In Saurashtra, schools do not apparently charge any term fee or a similar consolidated fee, but in Kutch a term fee is charged.

22. We may point out that the Board of Secondary Education of the Bombay State had appointed a sub-Committee to examine the implications of the rule in the Grant-in-aid Code regarding term fees,

and that its report was considered by the Board in its meeting held in January 1958, when it was decided to defer the consideration of the question in view of the appointment of the Integration Committee. Copies of the proceedings of these meetings were passed on to us by the Director of Education for consideration. After having examined the question in the light of the recommendations of the Board of Secondary Education's Sub-Committee and the evidence before us, we have come to the conclusion that the activities in secondary schools should be classified under three categories as under :—

Category A

- (1) Scouting.
- (2) A. C. C.
- (3) Physical Education.
- (4) Purchase of Newspapers and Magazines.
- (5) Purchase of books for pupils' Library and Class Library.
- (6) Contribution to Educational Conferences.
- (7) Teachers' attendance at Educational Conferences.
- (8) Audio-Visual Education and purchasing Audio-Visual aids.

Category B

- (1) Contribution to Athletic Associations and Registration fees for Tournaments.
- (2) Sports, Games and Tournaments.
- (3) T. A. to Teachers on School Excursions.
- (4) Medical Inspection of pupils.
- (5) Purchase of Radio Set and its accessories.
- (6) Printing Question papers of School Examinations.
- (7) Social and Cultural Activities.
- (8) Drawing Materials.
- (9) School Magazine.

Category C

- (1) Purchase of blank answer-books etc., for school examinations.
- (2) School functions, Tea, Refreshments, Meals etc.
- (3) Annual functions and festivals.
- (4) Individual Medical treatment.
- (5) Pupils' local excursions.

The expenditure on items comprised in Category A, should be met out of the general fund of the school and should be held eligible for

the normal maintenance grant. As regards expenditure on items falling under Category B, it should be met out of the income from term fees on which the Department should pay a grant in the usual manner. The expenditure on items included under Category C should be allowed to be met from the income from term fees but no grant should be paid thereon.

RECOMMENDATION 100

We recommend that the extra-curricular activities in the secondary schools be categorised as under :—

Category A

- (1) Scouting.
- (2) A.C.C.
- (3) Physical Education.
- (4) Purchase of Newspapers and Magazines.
- (5) Purchase of books for pupils' Library and Class Library.
- (6) Contribution to Educational Conferences.
- (7) Teachers' attendance at Educational Conferences.
- (8) Audio-Visual Education and purchasing Audio-Visual aids.

Category B

- (1) Contribution to Athletic Associations and Registration fees for Tournaments.
- (2) Sports, Games and Tournaments.
- (3) T. A. to Teachers on School Excursions.
- (4) Medical Inspection of pupils.
- (5) Purchase of Radio set and its accessories.
- (6) Printing Question papers of School Examinations.
- (7) Social and Cultural Activities.
- (8) Drawing Materials.
- (9) School Magazine.

Category C

- (1) Purchase of blank answer-books etc., for school examinations.
- (2) School Functions, Tea, Refreshments, Meals, etc.
- (3) Annual Functions and Festivals.
- (4) Individual Medical treatment.
- (5) Pupils' local Excursions.

RECOMMENDATION 101

We also recommend that expenditure on items under Category A, be allowed to be met from the general school fund on which the maintenance grant is payable, that expenditure on items under Category B, be allowed to be met from the income from term fees on which the Departmental grant should be paid in the usual manner and that expenditure on items under Category C be allowed to be met from the income from term fees on which no grant be paid.

We further recommend that the income from the term fee be placed at the disposal of the Head of the School concerned but that the expenditure from the fund be incurred by him on approved items in consultation with the committee for the internal management of the school vide Recommendation No. 114.

RECOMMENDATION 102

We also recommend that the provisions about term fees recommended above be made applicable to secondary schools in all the regions of the State, and that such fees should be charged at the rate of—

(1) one month's fee for Standard V per term for the area concerned, for Standards V—VII.

(2) one month's fee for Standard VIII per term for the area concerned for Standards VIII—XI.

Other fee concessions

23. The number and variety of concessions in Vidarbha and Saurashtra is comparatively larger than in the other regions. As we have already remarked, a good proportion of the concessions in Vidarbha appear to have been sanctioned practically on the eve of the States Reorganisation and are, therefore, comparatively of recent origin. The objective which we have placed before ourselves in evolving any new scheme is to retain features, principles or schemes in any region which appear to us to be educationally sound or are particularly suitable to the conditions in the State and also appropriate to a democratic form of Government. As an example, we may cite the Vidarbha order granting full exemption from the payment of tuition fees to children in the age group 6-14 in all types of schools subject to certain conditions. The Mudaliar Commission on Secondary Education have remarked in their report, "free education up to the age of 14 is a responsibility of Government under the Constitution". We cannot too strongly emphasize the soundness of this proposition and the concession admissible to children in the age group 6-14 in Vidarbha schools in one which, in our opinion, should be extended to the other regions also. Nearly 94,000 children were in receipt of this concession in Vidarbha during 1957-58 and the actual expenditure incurred on their account during that year

totalled over 24 lakhs. A budget provision of nearly Rs. 30.5 lakhs has been proposed on this account for 1959-60. A similar concession is also available in Government schools in Marathwada up to Standard VII i.e., roughly up to the age of 14, and in Kutch education is free up to Standard XI in Government secondary schools. In Saurashtra in some Government schools education is free even beyond the age of 14 and we feel that this concession of free education up to the age of 14 should be allowed to continue. We would, however, like the concession to be given to really deserving pupils and would suggest its continuance only to those pupils who show satisfactory progress.

The exemption from tuition fees under this concession operates up to Class VIII in Vidarbha and it is provided that if a pupil attains the age of 14 in the middle of the school session, the exemption shall continue till the end of it. The concession to children up to the age of 14 should be available on condition that their progress is satisfactorily maintained, as it is no use continuing the concession to underserving children and make them act as a dead weight on the progress and efficiency of secondary education and a drain on public funds.

RECOMMENDATION 103

We recommend, therefore, that the provision for free education for the age range 6-14 in Vidarbha schools be maintained on condition that the progress of children is satisfactory.

RECOMMENDATION 104

We also recommend that free education in Government schools in Kutch, in Government schools in Marathwada and in such of the Government secondary schools in Saurashtra as provide at present free education, be maintained up to the age of 14, on condition that the progress of children is satisfactory.

RECOMMENDATION 105

We also recommend that this concession of free education up to the age of 14 in Vidarbha, Marathwada, Kutch and Saurashtra, on the lines suggested above, be continued for a period of five years, at the end of which the position should be reviewed, in the light of the conditions prevailing in other areas as well.

Free education of children upto 14 years of age in other areas

24. As regards the question of providing for exemption from the payment of tuition fees or partial exemption in areas where education is not free for children in the age range 6-14 and for those beyond the age of 14, the question is one which bristles with difficulties. If and when compulsion is extended to the age range 6-11

in all areas of the State and subsequently extended to cover the age range 11—14, and we hope that this will materialise in the not too distant future, if we are to observe the provisions of the Constitution, free education will follow as a matter of course. Till this goal is reached, however, measures need to be devised which would ensure that education is brought within the reach of every boy or girl, who is capable of profiting by such education, even if the families of such children are not economically in a position to provide such education. We feel that the provision of educational facilities should not be contingent on the economic position of the family of a child or whether the child belongs to a backward or an advanced community. The sole test, in our opinion, should be the aptitude of the child to receive education of the type appropriate to its condition, and the State or the Community should provide the means for such education if the parents and guardians are not in a position to do so. In no advanced country is a child left, as a rule, without educational provision merely because the family to which it belongs is not in a position to educate it. We believe that the time is not far off when the means test will be the sole decisive factor in the provision of educational facilities, subject to a child being intellectually capable of profiting by education and that there will no longer be any need to make special provisions for backward and less advanced communities. We, therefore, feel that the concession of free education to children under 14 as is available in Vidarbha and other areas should be made applicable to the old Bombay State and to those areas where this concession is not made applicable. We know that the financial liabilities on this account will be heavy.

If this concession were extended only to the territory of the old Bombay State, the extra liability can be roughly estimated at an amount of Rs. 175 to 200 lakhs, and if this concession were made applicable to other regions as well, the liability would further increase. The total educational budget of the Bombay State for 1957-58 is about Rs. 20 crores, so that the grant of a concession of this nature alone would involve a liability in the neighbourhood of about 1/10th of the budgetted provision. Apart from any other considerations, the magnitude of the recurrent financial liability involved in any such scheme at a time when the economy of the State is passing through a period of stress and strain, is a factor which could not be lightly brushed aside. Also this liability would go on increasing every year and yet the fact remains that this is a concession worth continuing not only in those areas where it is at present applied but one which should also be made applicable to other areas as early as possible.

25. After a detailed and careful examination of the question and its financial implications, we have come to the conclusion that as a preliminary measure such educational concessions should be

regulated within well-defined income limits of the parents and that children of families, whose income does not exceed a certain limit, should get the benefit of free education. We are aware that in determining the income basis in a social system such as ours, with joint families, there are likely to be practical difficulties, but we feel that such difficulties should not be insurmountable. We have also considered the difficulties likely to be encountered in ascertaining the total annual income of a family for the purpose of qualifying for educational concessions, the size of each family, the number of dependents and so on. We feel that children of parents with low incomes should get fee concessions corresponding to their economic status. The following scheme of full or partial fee concessions is, therefore, recommended :—

Area.	Average annual income of the family.	Nature of concessions.
A. Greater Bombay ...	Up to Rs. 1,800.	Free education.
	" " 2,100	2/3rds freestudentship.
	" " 2,400	1/2 do.
	" " 3,000	1/4th do.
B. Other Corporation cities such as Nagpur, Ahmedabad and Poona.	" " 1,500	Free education.
	" " 1,800	2/3rds freestudentship.
	" " 2,100	1/2 do.
	" " 2,400	1/4th do.
C. Borough Municipal towns.	" " 1,200	Free education.
	" " 1,500	2/3rds freestudentship.
	" " 1,800	1/2 do.
	" " 2,100	1/4th do.
D. Other areas	" " 900	Free education.
	" " 1,200	2/3rds freestudentship.
	" " 1,500	1/2 do.
	" " 1,800	1/4th do.

We are definitely of the opinion that while the means test should be the deciding factor, educational authorities should give due weight to the merit of the child and that the continuance of a concession under this scheme should be contingent upon the child maintaining good progress and satisfactory conduct. The concession, if based on the income of the families, would reduce the liability to Government to a certain extent and would at the same time add to the progress of secondary education. We feel that this scheme should be tried up to the end of the Third Five-Year Plan i.e., up to the year 1965-66, by which time we hope that the Plan targets will have been reached.

RECOMMENDATION 106

We recommend that, as an experimental measure, freestudentships and a partial exemption from the payment of tuition fees be granted to deserving pupils up to the age of 14 years subject to the following income limits, in areas in which such a concession is not at present available, for a period ending 1965-66 when the Third Five-Year Plan will end, the position being reviewed at the end of the period :—

Area.	Average annual income of the family.	Nature of concessions.
A. Greater Bombay ...	Up to Rs. 1,800	Free education.
	" " 2,100	2/3rds freestudentship.
	" " 2,400	1/2 do.
	" " 3,000	1/4th do.
B. Other Corporation cities such as Nagpur, Ahmedabad and Poona.	" " 1,500	Free education.
	" " 1,800	2/3rds freestudentship.
	" " 2,100	1/2 do.
	" " 2,400	1/4th do.
C. Borough Municipal towns.	" " 1,200	Free education.
	" " 1,500	2/3rds freestudentship.
	" " 1,800	1/2 do.
	" " 2,100	1/4th do.
D. Other areas ..	" " 900	Free education.
	" " 1,200	2/3rds freestudentship.
	" " 1,500	1/2 do.
	" " 1,800	1/4th do.

As regards the Vidarbha concessions beyond the age of 14, admissible to pupils belonging to various classes such as agriculturists etc., we feel that with the exception of the concessions to—

- (1) Children of Government and Local Body employees,
- (2) Children of the territorial army personnel,
- (3) Children of the political sufferers,

other concessions should be retained for the next five years subject to the condition that the economic status of the parent or guardian of the child concerned is within the income limits we have laid down under recommendation No. 106.

As regards the concessions at present available to children of the territorial army personnel, Government and Local Body employees and political sufferers, we feel that they are based on discriminatory treatment in favour of certain classes and are not, therefore, justified in the present context.

As regards the fee concession to brothers and sisters reading in the same school, we feel that it is a good concession and should be allowed to continue. We further feel that it should be made applicable to other areas as well.

RECOMMENDATION 107

We, therefore, recommend that the fee concession in respect of brothers and sisters reading in the same school, be continued in schools in the Nagpur Division and that it should be extended to the rest of the State.

27. We consider that the concessions we have recommended for children above the age of 14 should be given only to deserving pupils and not to all as a class. The provision of such concessions should be a matter for the community rather than for Government. This community may be in the form of a divisional authority or a local authority which may have statutory powers to raise funds for this purpose by levying a special cess. Suitable legislation will have to be passed for the purpose but it will take considerable time to place the necessary legislation on the statute book and pending the passing of the necessary statutory provisions we feel that all concessions for children over the age of 14, except those mentioned in the above paragraph, should be put on the basis of the income of parents and guardians as mentioned in Recommendation No. 106.

As regards the 24 districts of the old Bombay State, the concessions indicated in the earlier part of this Chapter should be continued and they will be available to pupils above the age of 14 years.

Similarly in all areas it is necessary that a certain percentage of freestudentship should be provided by the school managements at their own cost.

RECOMMENDATION 108

We recommend that the concessions available to pupils in the territory of the old Bombay State area as well as the freestudentships granted by school managements at their own cost in all the regions, be continued on the present basis and subject to the present limits. Such concessions will hereafter apply to pupils above the age of 14 years. The percentage of freestudentships granted by school managements at their own cost should be calculated on the number of pupils in each school who are above the age of 14 years.

28. The State will have to provide funds for the purpose of the scheme covering children between the age of 11 and 14 that we have suggested for areas other than Vidarbha, Saurashtra, Marathwada etc., and if necessary to levy a cess or a tax for the purpose. Whether and to what extent it would be feasible to impose a levy specifically to meet the cost of secondary education, would be a matter for Government to consider in consultation with their economic and financial experts. We have tried to deal with this question from the layman's point of view, later in this report in the Chapter on Finance.

CHAPTER VIII.

PRIVATE SECTOR IN THE FIELD OF SECONDARY EDUCATION.

The extent of the part played at present by private enterprise in secondary education

Private enterprise in the field of secondary education is characterised by a dynamism and vitality which constitutes an invaluable asset in the development of secondary education in the territory of the old Bombay State. In the new regions of the reorganised State, private sector has not been playing its part on an adequate scale, except, to some extent, in Vidarbha. The pioneering traditions set up by educational organisations such as the Deccan Education Society in Maharashtra since the eighties of the last century, and other similar bodies elsewhere, and, in recent years, by the Rayat Shikshan Sanshta, Satara, the Sarvanjanik Education Society, Surat and other organizations in the various parts of the old Bombay State, have inspired educational effort of a size, character and tone, which has vitalised the system of secondary education in the old Bombay State. The policy of leaving to the private sector, as far as possible, the responsibility for secondary education was inspired by the Wood's Education Despatch of 1854, which had stressed the desirability of encouraging private enterprise in the field of secondary education by the adoption of a system of grant-in-aid, and this policy was reinforced later by the recommendations of the Hunter Commission of 1882, which had suggested that the part played by Government in conducting directly secondary schools should be restricted to the minimum, and that private effort should be encouraged adequately in the spread of secondary education by the provision of liberal grant-in-aid. Private effort received a fillip under this policy and a large number of private schools were started in the old Bombay State. For a number of years the Department used to conduct as a rule only one Government high school as a model in each district. In recent years, the private sector has practically assumed full responsibility for secondary education in the territory of the old Bombay State and the Department is now maintaining a few girls' high schools and vocational and multipurpose schools only.

2. In Vidarbha, there is evidence of private effort in the field of secondary education. In the report of the Committee on the Financing of Education published by the Madhya Pradesh Government in 1952, it is remarked, "Development of high school education in this State has, for a long time, been considered to be the responsibility of private enterprise. This has resulted in the emergence of a large number of new high schools in the State."

We understand that in Vidarbha, the New English School, Nagpur and Dhanvante Nagar Vidyalaya, Nagpur, are the oldest institutions which were started by private societies.

3. In Marathwada, Kutch and Saurashtra, however, private enterprise has not been playing a very prominent part. Of the 135 secondary schools in Marathwada, as many as 72 are conducted directly by the Department and the number of private secondary schools is 63. In the course of our inquiry, leaders from Marathwada, who met us, said that in the days preceding the Police Action of 1948, it was the general policy of the Nizam's Government to discourage private effort as far as possible, and a significant feature of this policy was the competitive rates of fees charged in Government schools in Marathwada even in those places where non-Government schools were functioning side by side with Government schools. This position continues even today and has resulted in overcrowding in Government schools, which, in some cases, have grown to unwieldy proportions, thus stifling private effort to some extent. It would appear that the old Government could not maintain the schools on a satisfactory basis, and some of the schools visited by us appeared to have been poorly equipped and accommodated in buildings altogether unsuitable for school purposes. In the present circumstances and with the financial resources of Government, we consider that the policy of leaving, as far as possible, the responsibility for secondary education to private sector needs to be pursued vigorously. It is true that well-established private societies, capable of conducting secondary schools, are not many in Marathwada but we were assured that, if the competitive rates of fees at present charged in Government schools, which lead to the undercutting of private schools, were abolished and private enterprise were assured of a liberal system of grant-in-aid and adequate safeguards were provided, it should not be difficult to arrange for the transfer gradually of some of the Government schools to private agencies. It would also be possible, in the course of time, for private agencies, to start schools to an increasing extent to meet the demand for Secondary Education.

4. In Saurashtra, of the 156 secondary schools, as many as 97 are Government schools. We have, in this report, more than once referred to the peculiar conditions in Saurashtra which represents the merger of a large number of small Kathiawar States, each operating on its own system. The old State schools became the Government schools after the State was formed in 1947. In the chapter on School Fees, we have explained, at some length, the variety of educational concessions in vogue in the secondary schools in Saurashtra, which, among other things, include as many as about 45 Government schools providing free education and almost an equal number of Government schools charging fees at comparatively low

rates. As in Marathwada, the Government schools are overcrowded and in some of the places schools have to meet in shifts for want of adequate accommodation. Some of the schools have also grown to a size which renders their management difficult. In the course of our enquiry, we interviewed a large number of witnesses representing almost every shade of educational opinion in Saurashtra. We also saw Educational and Revenue Officers and had a free and frank discussion with them about the possibility of the private sector assuming an increasing measure of responsibility for secondary education and relieving Government therefrom as far as possible. Private effort has been participating to a much larger extent in the conduct of secondary schools in Saurashtra than in Marathwada, and the potentiality of developing the private sector in the sphere of secondary education is much stronger in Saurashtra. In view, however, of free education in a large number of Government schools and the scope and variety of concessions in operation in others, the problem is much more complicated. There is an increasing rush on Government schools and, we understand, that the attempts made last year by Government to regulate the number of divisions in Government schools in certain places were not successful.

We consider that it is of the utmost importance, as an initial measure, to achieve parity in the fee rates charged in Government and non-Government schools in Saurashtra and Marathwada, and we have accordingly recommended in another chapter that the fees charged in Government schools should in no case be lower than those in non-Government Schools, and we feel that if this suggestion is accepted, the initial hurdle in the transfer of such schools to private agency will be cleared.

5. Kutch has special problems of its own. It is a border area. A large number of Kutchis, who are business magnates, live outside Kutch.

The general feeling in Kutch was that, while it would not be difficult to obtain fairly large donations for non-recurring and capital expenditure for buildings, equipment, apparatus etc., there was hardly any possibility of donations being received to meet the recurring expenditure for the running of secondary schools. We consider that there is a good scope for private donations being received in Kutch for buildings, apparatus and equipment, if Government enlist the sympathy and co-operation of businessmen and industrialists.

Of the 27 secondary schools in Kutch, 13 are Government and 14 are non-Government schools. Our discussions with the educationists and others in Kutch, left little room for doubt that for some years to come, Government will have to continue largely to contribute to the development of secondary education in that area.

6. As we have already remarked elsewhere, it was the policy of the old M. P. Government to entrust the responsibility for secondary education to private effort. Of the 378 secondary schools in Vidarbha during 1956-57, 53 were Government schools and the rest were conducted either by Janapada Sabhas, Municipalities or private bodies. Although a majority of the secondary schools are in the private sector, a large number of schools are still conducted by the Department. We consider that the policy of decentralisation should be followed in every region as far as circumstances of the region may permit and that the Department should confine its activities to the conduct of a few multipurpose, higher secondary and vocational schools to serve as models in each district. We discussed the question of the transfer of Government schools to private agencies in Vidarbha with representatives and leaders from that region and we think that if a satisfactory scheme of transfer is formulated, the response is likely to be encouraging.

7. We feel that private effort should be increasingly associated with the conduct of secondary schools in all the new regions. We cannot, however, too strongly emphasise the need for handing over Government schools to such societies only as are well constituted, and function on democratic lines and represent the best educational interests in the region. In the course of our investigation, we were informed, in more than one quarter, that in some of the schools conducted by private bodies, there was no small amount of the seepage of resources due largely to the bodies concerned not having been democratically and constitutionally organised, with adequate representation for the various interests concerned and that this leakage of resources constituted a deadloss to education. The Government of Bombay have, in recent years, adopted a policy of eliminating proprietary schools from the system of grant-in-aid and restricting aid to schools which are conducted by properly constituted bodies. Even so, we are of the opinion that it is desirable to adopt a cautious and selective approach in the matter of handing over Government secondary schools to private agencies. We also consider that the Department should consider the desirability of instituting a probe into the working of at least a few of the bodies conducting secondary schools, whose management of the schools concerned affords reasonable ground for the view that the bodies concerned are not functioning as constitutionally and democratically as is necessary, and that the resources at the disposal of such bodies are not being ploughed back, to the fullest extent, for the improvement of the schools in question.

Terms of transfer of Government schools to private agencies

8. We have been informed by the Director of Education that the present policy of the Government of Bombay as regards secondary schools in the territory of the old Bombay State is to hand over the

control of such schools to private bodies for management as far as possible, and that the Government desire that we should examine the question of the transfer of Government secondary schools in Saurashtra and other integrated areas to private agencies. Taking the case of Saurashtra first, the information available to us shows that the ex-Saurashtra Government had transferred during the two years preceding the Reorganization of the States, 3 Government middle schools, two of which were handed over to Municipalities and one to a Kelawani Mandal. We are also informed that the ex-Saurashtra Government had decided, on the eve of the Reorganization, to transfer Government schools to private bodies, subject to certain conditions, but that no formal orders were issued by that Government in the matter. In the case of the schools to be transferred to private agencies, the conditions of grant-in-aid as proposed were fairly liberal for the initial years of the transfer. For the first year, a cent per cent grant was assured and the percentage of the grant was to be reduced gradually during the next three years, so as to be brought down to 50 in the fourth year, which is the normal rate of grant under the Saurashtra Grant-in-aid Code. The old M. P. Government had also, we understand, transferred the Government Boys' Indian English Middle School, Karanja, in the Akola district, to the Municipal Committee at Karanja in 1945 and we have seen the terms of transfer in this case which refer mainly to the conditions regulating the transfer of the buildings, furniture, apparatus, equipment etc. It is also reported that the old M. P. Government had to take over in 1956-57 as many as eight private schools under Government control because they were badly managed and that one of these schools is in the present Nagpur Division. In the Nizam's State, education was largely a Government concern and we are informed that the question of transferring Government schools to private agencies in the Aurangabad Division was not considered in the past. On the other hand, a somewhat unusual system came to be adopted due to the peculiar conditions of that region. There are certain Government schools in Marathwada in which, classes have been started, on an aided basis, by Local Education Committees which had to contribute for the purchase of furniture, equipment, apparatus etc., and which are paid grants by Government on account of such classes. This has led to a sort of dichotomy in such schools which are controlled by Government, the aided classes started therein being under the management of local committees. This system is far from satisfactory and we have recommended elsewhere that Government should take over all such classes and merge them in the Government schools concerned.

9. A certain policy has been followed by the Bombay Government in the transfer of Government schools to private bodies in the territory of the old Bombay State. Large scale transfers of Government schools to private managements took place round about 1949

when a number of Indian States were merged in the Bombay State. The main terms and conditions of transfer followed by the Bombay Government are :—

(1) The Government schools should be transferred to well-established educational bodies registered under the Societies Registration Act, 1860, or the Bombay Public Trust Act, 1950. for a period of 5 to 10 years in the first instance, the position being reviewed at the end of the period.

(2) A nominal rent of Rs. 10 per annum may be charged to the educational body concerned taking over the Government school for the use of the building, play-ground etc.

(3) The building, play-ground etc., should be used for educational purposes only and maintained in good condition.

(4) During the first year of the transfer, a grant at 50 per cent. of the expenditure on salaries and allowances of the teachers should be paid and during the second and subsequent years, maintenance grants should be paid on the usual basis at 30 or 33 1/3 per cent. The Dearness Allowance grant should be on the 50 per cent. basis.

(5) The private management concerned should be advised to take over the entire Government teaching staff provided the permanent teachers are willing to join the new management. In case the management does not take over the staff, efforts should be made to absorb the staff in the appropriate educational cadres.

(6) Permanent members of the Government staff who cannot be transferred to private managements or absorbed in Government service, should be pensioned off with suitable compensation admissible under the rules.

(7) Teachers who are willing to serve under the private managements concerned are held eligible for scales prescribed by Government from time to time and are assured that their rights will be protected in the same way as in the case of other non-Government teachers under the service conditions prescribed by the Department for secondary teachers, subject to the condition that such managements should not be held competent to remove or dismiss such Government teachers without the sanction of the Educational Inspector concerned. They are also to be treated as guaranteed teachers with a right to appeal to the Director of Education and the Government. Permanent Government teachers who were entitled to pension under the rules of the respective Indian States, have also been held eligible to receive pension from Government even after their transfer to private managements and pension contributions equal to the Provident Fund on their account in

accordance with the Provident Fund scheme for non-Government secondary teachers, is required to be recovered from the respective private managements.

In addition to the foregoing conditions the Government of Bombay has also laid down a further condition that the Society concerned in taking over a Government school should set aside a sum of money as a reserve fund within a certain period. The amount of the reserve fund should depend upon the circumstances of each case and the society concerned is required to provide for the reserve fund within a period of two or three years.

We consider that the terms and conditions under which Government schools are transferred to private agencies by the Bombay Government are generally suitable. We are also of the opinion that Government schools should not be transferred to private agencies straightway on a permanent basis, but that such transfers should be on a short term basis in the first instance, say for ten years. The only condition which needs consideration is that relating to the basis of grant-in-aid in the initial years of transfer. We have elsewhere suggested a basis of grant-in-aid which, we consider, will meet the requirements of cases of Government schools which may be transferred hereafter to private bodies in the various regions except that a special basis will have to be adopted to regulate the grant in the first year of the transfer of a school. We have suggested that the grant-in-aid should be at 45 per cent. of the admitted expenditure for boys schools in urban areas and at 50 per cent. for girls schools and for schools in rural and backward areas. We have also suggested that schools which run into a deficit under these rates of grant-in-aid should be paid, in addition, a discretionary grant up to 5 per cent. of the admitted expenditure or up to 75 per cent. of the Net Deficit (i.e. the difference between the admitted expenditure and receipts from fees and the ordinary maintenance grant). We feel that under these rates of grants, private managements should find no difficulty in taking over Government schools on the conditions laid down by the Bombay Government, which we have summarised above. In the first year of the transfer, however, the grant should have to be based on the estimated expenditure of the school and not on the actual expenditure of the past year, as is usually done. Private effort, particularly in Marathwada and Kutch, is shy, and we would suggest that, as an incentive to private managements to take over Government schools, Government should give grants on the following basis:

First two years 100 per cent. of the difference between the admitted expenditure and the income from fees.

Third year 75 per cent. of the difference between the admitted expenditure and the income from fees.

Fourth year 90 per cent. of the difference between the admitted expenditure and the income from fees.

Fifth year 85 per cent. of the difference between the admitted expenditure and the income from fees.

Sixth year 80 per cent. of the difference between the admitted expenditure and the income from fees.

Seventh year, usual grant as in the case of ordinary schools.

Government should allow, for the first year, during which a Government school is transferred to a private management, a *provisional* grant equal to the total estimated expenditure on the salaries and allowances of the teaching and non-teaching staff of the school, the provisional grant being adjusted during the next and subsequent years on the basis of the actual expenditure. As the agency taking over a Government school will get the Government buildings, equipment, apparatus, books etc. almost free, the only expenditure it will have to incur will be on the staff and a small expenditure on contingencies. If Government pays for the first year the full grant on the estimated expenditure on salaries of the teaching and non-teaching staff, the management will have to find only a small percentage of expenditure on contingencies, which they can easily do from the fee income. We feel that no society should be allowed to take over a Government school unless Government, after a careful inquiry, is satisfied that it is properly constituted, has a reasonable measure of financial stability and functions on democratic lines. We would also suggest that it would be desirable to insist upon a society taking over a Government school, setting aside, within a reasonable period, a reserve fund, the amount of which should be decided by the Department on the merits and circumstances of each case. It is possible that in certain areas, it may not be possible for societies to provide a reserve fund initially and Government might relax this condition in cases in which it is satisfied that the society is conducted by responsible educationists. The Government of Bombay have also prescribed under G. R., E. D., No. SSN. 2852 of 8th April 1952, a form of the agreement in connection with the Government buildings transferred to a private body, to be entered into by the Director of Education with the private body concerned taking over a Government school and has directed that a copy of the agreement, when executed, should be supplied to the Executive Engineer concerned. The form of agreement covering the transfer of Government buildings to private bodies in such cases is reproduced in Appendix "N" to this report. We consider that this form should be treated as a model to be adopted in each case of transfer of a Government school to a private body with such suitable amendments as may be necessary.

RECOMMENDATION 109

We recommend that the policy of transferring Government Secondary Schools, (apart from Multipurpose, Vocational and Higher Secondary Schools), to suitable private bodies, be announced by Government and give as wide a publicity as possible particularly in the new regions.

RECOMMENDATION 110

We also recommend that the terms and conditions under which ordinary Government Secondary Schools should be transferred to private bodies should be broadly the same as those followed by the Bombay Government in transferring their schools to private agencies in the territory of the old Bombay State.

The basis of grant should be as under—

First two years—100 per cent. of the difference between the admitted expenditure and the income from fees.

3rd year—95 per cent. of the difference between the admitted expenditure and the income from school fees.

4th year—90 per cent. of the difference between the admitted expenditure and the income from school fees.

5th year—85 per cent. of the difference between the admitted expenditure and the income from school fees.

6th year—80 per cent. of the difference between the admitted expenditure and the income from school fees.

7th year—Usual grant as in the case of ordinary schools.

RECOMMENDATION 111

We also recommend that a private body (unless it is a well-established society with financial stability) taking over a Government school should be required to set aside a reserve fund, within a reasonable period, the amount of the fund depending on the circumstances of each case, and that in cases in which Government is satisfied that a society is unable to comply with this requirement, the condition may be relaxed.

RECOMMENDATION 112

We also recommend that an agreement should be executed by the society taking over a Government school building generally on the lines of the agreement form reproduced in Appendix "N".

11. The proposal for transferring Government secondary schools to private agencies is based on several considerations having a bearing on the quality and expansion of secondary education. We feel

that private enterprise should be associated with secondary education, to an increasing extent, particularly in the new regions. Schools conducted by well-managed private societies are, on the whole, comparatively more economical to run than Government schools which are generally more expensive largely because of the overhead and other charges which are usually incurred departmentally. By enlisting local effort and the co-operation of the local people, a sense of responsibility and pride for the conduct of the school and for its welfare is created in the locality, which is a great asset. The teaching staff in a private school is not liable to frequent transfers, as in the case of Government school, which ensures continuity and avoids dislocation in school work due to frequent transfers. A spirit of new enterprise and experimentation is likely to be created in the private schools, which will have a wholesome influence on the other schools in general. In view of these considerations we have recommended elsewhere that adequate incentives should be offered to private societies to open new schools, particularly in the new regions. Unless private enterprise plays its part adequately in the sphere of secondary education in the new regions, it would be difficult to ensure rapid progress. We feel that Government should take every possible step to facilitate the transfer of Government schools on the terms and conditions set forth by us and invite private societies to open new schools especially in the rural area and also establish girls' schools, as we find that provision of educational facilities in the rural areas is meagre and the position in respect of girls' education in regions such as Marathwada is far from satisfactory.

We would, however, like to stress the desirability of encouraging only such societies as are well-constituted and are democratically conducted to take over Government schools or to start new schools. In our opinion, preference should be given to such societies as are conducting or as have the necessary organization and resources to conduct more than one school with a Taluka or a District as a unit, instead of societies conducting a single school. The advantage in the case of large societies conducting more than one school is that, with their resources in funds and teaching personnel, it is possible for them to depute some of the experienced teachers to take over charge of a new school and provide the initial investment for starting a school. They are also in a position to share, to some extent at any rate, the initial expenditure involved in the opening of a new school. A Society having a number of schools in an area can plan the types of schools in such a way that the particular area is served by schools offering a variety of courses like Agriculture, Commerce, Fine Arts, Engineering, Crafts, etc. It may not be possible for a single school Society to offer such a wide variety of courses in a single school.

12. We have suggested elsewhere that the local community should be associated with the conduct of secondary schools. Our intention in making the suggestion is not only to enlist local effort but also the resources of local bodies such as District Local Boards and Municipalities in the conduct of secondary schools. We are aware that experience in the past about the conduct of secondary schools by local bodies has not always been encouraging, but we feel that if provision is made for the managing committees or school committees set up by such local bodies for the conduct of secondary schools to conform to the pattern of management which we have recommended elsewhere, the risk of mis-management will be minimised.

13. We understand that at present it is not an obligatory function of a District Local Board or a Municipality to conduct a secondary school, but we feel that a time has now come to review the position and to provide statutorily for secondary schools to be conducted by local bodies particularly in areas where private effort is not playing a prominent part in secondary education.



CHAPTER IX

FINANCE

Need for economy in the financing of educational plans

Most of the problems for integration are such as are related to the finance of education. The rates of school fees, fee concessions, scales of salaries for teachers and headmasters, grant-in-aid for schools, provision of educational facilities in backward areas—everyone of these problems is intimately related to educational finance. The recommendations of this Committee are, therefore, likely to involve a sizeable amount of expenditure.

The individual problems in each area were of a nature, the solution of which had rendered financial outlay inevitable. The problem of upgrading teachers' salaries and raising the percentage of grant-in-aid to schools in the old Bombay State was one which would have required larger funds in any case, irrespective of the issues of integration. The improvement of conditions in schools and providing additional facilities in a region like Marathwada would also have required additional expenditure in any event. The problem of extending free education or charging lower scales of fees to a larger number of pupils had also financial implications. Every area had a problem, the solution of which would have involved the State in larger grants for education. When the overall problems of all the areas of the State are to be tackled on a basis of integration and unification, they would naturally require the State to spare substantial funds for the maintenance of secondary schools on a reasonably good level. The Committee had, therefore, to keep in mind the financial potentiality of the State on the one hand, and the reasonable demands of schools, teachers and pupils on the other. We accordingly took steps to consult informally some of the economic and financial experts as to the possibility of any additional sources of revenue, which could be tapped to meet atleast partially the increased cost. We also tried to have a broad and general idea about the comparative position of the Bombay State vis-a-vis other States in the economy of the country, the degree of the tax effort on the part of the Bombay State in relation to that in other States and the scope, if any, for raising additional resources. From the information which we could obtain, within the time at our disposal, we notice that, on the basis of the budget estimates of revenue and expenditure of the various States for the year 1957-58, Bombay stood fourth in respect of *per capita* revenue, which was 22.6 against 26.4 in Assam, 24.4 in Punjab and 22.7 in West Bengal, Bihar being the lowest with 11.2. Even so, the total revenue for 1957-58 of the Bombay State was the largest, being Rs. 10,935 lakhs. Bombay stood sixth in *per capita* expenditure, which was 21.4, the highest being 31.5 in Assam. The total expenditure of the Bombay State for 1957-58 was, however,

the highest, being Rs. 10,344 lakhs against Rs. 2,836 lakhs in Assam, Rs. 6,829 lakhs in West Bengal and Rs. 9,324 lakhs in Uttar Pradesh. In regard to tax effort also the Bombay State is one of the few States which has not only achieved but surpassed the targets fixed by the Planning Commission for the first Five-Year Plan for individual States. The Planning Commission had fixed Rs. 23·5 crores as the target to be reached in the Bombay State at the end of the first Five-Year Plan for additional taxation, and the achievement of the Bombay State was Rs. 24·0 crores, which, expressed as a percentage of the target, came to about 102·13 per cent. None of the other States had surpassed the target fixed by the Planning Commission, and the tax effort only in the States of Assam, Punjab and Rajasthan could be regarded, to some extent, as adequate, although it was much below the target fixed for each individual State. We were thus fully aware of the degree and magnitude of the tax effort already put in by the Bombay State at the end of the first Plan, the size of its financial commitments as compared with those of the other States, and the increasing strain placed on the resources of the State as a result of the integration of areas such as Kutch, which are unable to balance their budgets. In formulating our proposals we were therefore, anxious to keep in mind the financial possibilities of the State, and we were also constantly aware of the financial commitments already undertaken by the Bombay Government, the degree of its tax effort and the tax burden shouldered by the average citizen. This is the reason why our schemes for the revision of the pay-scales of the teaching personnel and the basis of the grant-in-aid have been planned on a reasonable and modest scale.

Financial effect of the schemes for the improvement of pay scales and revision of grant-in-aid

2. We were anxious to ascertain, on a broad and approximate basis, the additional financial liability on account of the proposals made by us for an improvement of the salaries of the teaching service, an enhancement in the rate of grant to be paid to secondary schools and the liberalisation of fee concessions. We found it, however, extremely difficult to work out an estimate, with any degree of slide-rule accuracy, of the additional liability on these accounts. In our opinion, a realistic estimate, for example, on account of pay scales can only be framed if detailed information is available about the various categories of teachers such as trained and untrained graduates, trained and untrained non-graduates, specialist teachers of the various types, the number of teachers of each category, their pay on a particular date, their dates of increment, the actual expenditure incurred on the present basis on their salaries and allowances and information on similar items. Within the time and with the resources at our disposal, it would not have been a practical proposition for us to formulate an estimate reflecting the financial effect of our proposals.

with pin-point accuracy. Even so, we thought it advisable to give Government a broad idea of the approximate financial liability. For this purpose we obtained information informally from the office of the Director of Education about the estimated expenditure of non-Government secondary schools for the year 1957-58 separately for the four main regions viz. (1) the territory of the old Bombay State comprising Poona, Bombay and Ahmedabad Divisions, (2) the Nagpur Division, (3) the Aurangabad Division and (4) the Rajkot Division, including Kutch. We also familiarised ourselves with the general lines on which broad estimates of the additional financial liability are worked out by the Department of Education in the absence of detailed information of the nature indicated by us above.

3. Assuming that our proposals as they stand, are brought into force with effect from the year 1959-60, the financial impact of the proposals will begin to be felt from the year 1960-61. It would, therefore, be necessary to increase the figures of the admitted expenditure of the schools for 1957-58, obtained by us informally, so as to bring them up to the levels expected to be reached in 1958-59 and 1959-60. On the basis of the past actuals, the normal growth of expenditure including the increased expenditure on account of the opening of new schools, works out to about 12.5 per cent. but as we expect development on a slightly larger scale, we have assumed the percentage increase in expenditure on these accounts at about 15.

To estimate the financial effect of the improved salary scales, we took steps to work out roughly the percentage increase in expenditure on the basis of the averages of the existing pay scales in the various regions and those of the revised scales recommended by us. In working out this estimate, we had to encounter a few practical difficulties. We had no information about the percentages of trained and untrained graduates, trained and untrained non-graduates, specialist teachers etc., but we thought that for the purposes of a broad and rough estimate, it would do to assume 50 per cent. as the proportion of trained graduates and the remaining 50 per cent. representing the rest of the teaching service. We also assumed 60 per cent. as representing the salary bill of the teaching staff out of the total school expenditure, and on these rough and general lines, we calculated the approximate additional liability on account of the higher salary scales proposed by us, and to this we added the cost on account of the revised basis of grant-in-aid. This gave us, on a very rough basis, a figure of about Rs. 3,34,40,000 in round figures. The total provision for grant-in-aid for non-Government schools for 1957-58 is Rs. 1,35,73,350, and the estimated expenditure for 1960-61 at the existing rates, after allowing for normal increase etc., works out to about Rs. 2,23,00,000 in round figures. As the rough estimate of our proposals, as indicated above, comes to about Rs. 3,34,40,000 the extra liability for 1960-61 would be about Rs. 1,11,40,000.

The foregoing figures represent merely a broad and rough forecast of the extra financial liability, which is liable to change when the actual cost is worked out departmentally on the basis of the requisite detailed information. But we feel that during the initial period, after the new scheme comes into operation, the extra liability would be on a much smaller scale. We believe that the extra cost on account of the salary scales and grant-in-aid introduced by Government in 1948, on the recommendation of the Secondary Schools Committee, also totalled in the neighbourhood of a crore of rupees, and considering the expansion which has since taken place and the additional vast area which has since become a part of the State, the additional liability on account of our proposals can only be regarded as moderate. We have not been able to work out the financial effect of our scheme relating to fee concessions in the absence of relevant data in the matter. We have pointed out elsewhere that there is a reasonable prospect of the Central Ministry sharing on a 50:50 basis the additional liability on account of the revision of salary scales, etc., and we would advise that, if necessary, the State Government should make a strong representation to the Centre to share the cost involved on this account. It should also be remembered that the educational pattern that we have suggested, envisages the reduction by one year in the total duration of schooling, which in effect means a substantial saving to the State Exchequer and also to the parents. Further, we have suggested the enhancement of the prevailing fee rates in all regions, and that is likely to reduce the liability of Government on account of the payment of grants under our scheme.

Possibilities of raising additional resources

4. In the course of our enquiries, we took steps to sound public opinion, especially of those representing financial, commercial and business interests as to the possibility of raising additional resources to meet partially the cost of secondary education. We received a number and variety of suggestions, whose feasibility and soundness we were not in a position to examine. We have no doubt that Government, in consultation with their financial and economic experts, are in the best position to ascertain possible sources of additional revenue, and we did not wish, therefore, to clutter up our report with the variety of suggestions about additional taxation received by us. Our discussions, however, with Educational and Revenue Officers, and educationists and economists have left us in no doubt about opinion being preponderately in favour of a special education cess being levied, chiefly for secondary education. We have tried to obtain background information about education cess and we notice that it was the Kale Committee of 1939, which had been specially asked to consider the question of the levy of a special education cess by the Municipalities, the method of such levy, the incidence of such cess and the question of educational finance generally. The Kale

Committee had recommended the levy of an educational tax by all Municipalities tacked on to the property tax at a certain percentage on the annual letting value or the capital value, as the case might be. The legal authority to levy an education cess is now widely provided in Municipal Acts, and the Bombay Municipal Corporation levies an education cess for Primary education, and a few Municipalities in the State also levy a cess for primary education. For a comparative study of the question, we wrote to the various States asking for information as to whether an education cess or a tax was being levied therein. The Director of Public Instruction, Madras, has informed us that no education tax or cess is levied in that State for the purpose of meeting the expenditure on secondary education, but that an education tax is levied for elementary education according to sections 34, 35 and 36 under Chapter III of the Madras Elementary Education Act, 1920. The tax, it would appear, is levied at rates varying from 10 pies in a rupee of the land revenue in certain districts to 37 pies in other districts. We understand that an education cess as well as an education tax at the district level is levied in Bengal. The education tax is levied at the rate of 5 pice on each rupee of the annual value of land and at the rate of 3½ pice on each rupee of the annual net profits from mines and quarries. The education tax is levied on trade, business, profession and employment.

5. We believe that in recent years, the Government of India have been stressing the desirability of legislation being enacted by State Governments to enable local authorities to levy a cess for education. The advantage of any such local measure would be to associate directly the local community with their contribution towards education. In the territory of the old Bombay State, compulsory primary education for the children in the age group 7-11 has spread practically to every part, except very small villages, and the expenditure on this account is met partly from the State Funds and partly from the Local Fund cess, which is levied on land revenue at the rate of 3 annas in a rupee. 15 pies out of it are earmarked for expenditure on primary education. This portion of the Local Fund Cess in rural areas is practically an education cess for elementary education. As regards the new areas, which have become the component parts of this State, a cess on land revenue is levied at the following rates, a part of the income from which is spent on education.

Area.	Rate.	Authority.
1. Vidarbha	... 2½ annas ...	Section 85 of the Central Provinces and Berar Local Government Act, 1948.
2. Marathwada	... 2 annas ...	Section 135 of the Hyderabad District Boards Act, 1955.

Area.	Rate.	Authority.
3. Saurashtra	... 3 annas ...	Section 3 of the Saurashtra Local Development Fund Act, 1956.
4. Kutch	... 3 annas ...	Section 93 of the Bombay Local Boards Act, 1923, as extended to Kutch.

It will thus be seen that in practically every part of the State, a cess for elementary education is being levied, so that a slight increase in the cess or the levy of a small additional cess for secondary education would not introduce altogether a new principle. We feel that a time has now arrived when the principle of public taxation for educational purposes should be extended so as to cover Secondary Education also, the benefit of which will be derived not only by the urban but also by the rural areas. The levy of a cess specifically for secondary education is not likely to meet with any appreciable oppositions, provided public opinion is properly educated and the ground is adequately prepared for the introduction of such a measure.

6. In the course of our inquiry, we were struck by the keen demand for secondary education and by the desire of almost every section of the society to profit from the expansion of the educational schemes. This keenness on the part of the public implies their readiness to pay for educational facilities either in the form of higher rates of fees or additional taxation. The payment of higher rates of fees would directly affect the average citizen and involve a certain degree of hardship, as he will have to share the expenditure on secondary education in the form of paying higher fee rates during a limited period extending over the school course. On the other hand the incidence of indirect taxation will be much wider and will not be so acutely felt by the common man.

Education Cess and how it should be levied

7. As we have already remarked, we have consulted expert opinion on the levy of an education cess. We have been advised that an education cess could be related to the appropriate State and local tax such as land revenue, property tax etc., and that in Municipal areas, it could be related to the property tax, while in the rural areas it could be a surcharge on the land revenue. We believe that the burden on cultivated land has eased to a considerable extent, as pre-war land settlements have not yet been revised. We have been told that agricultural prices have shot up in recent years, that they are over four times as high as those before the war and that, therefore, an increase in the land revenue collected in the State would only be a fair and reasonable measure. In our opinion, there is everything to be said for an increase in the land revenue for the purpose of a secondary education cess. A good proportion of the

expenditure on secondary education would have to be incurred on the development of facilities in the rural areas, as the present distribution of educational facilities is rather lopsided, with the rural areas getting only a meagre provision. In any further development schemes the claims of the rural areas should receive preference and the accent of all educational plans should be on increased educational development in the rural areas. An increase in the land revenue in the form of a surcharge or a secondary education cess, if directly correlated to an expansion programme in the rural areas, is likely to be well received generally, as the initiative and responsibility for the execution of the programme will be in the hands of the local people who will largely profit therefrom. A similar small levy in Municipal areas based on the property tax, if directly linked up with the development plans in the field of secondary education, is also likely to go down well in the urban areas, if a proper climate of opinion is created and provision is made for local initiative and responsibility to be associated with the planning and execution of such programmes.

8. We have been able to indicate only the broad and general lines on which a secondary education cess could be levied in urban and rural areas in the light of the advice received by us from some of the educationists and economists whom we consulted. The feasibility of levying any such cess or surcharge, the manner and method of its levy and such details are matters for Government to examine and finalise in consultation with their economic and financial experts. But we cannot emphasise too strongly the desirability of creating a suitable climate of public opinion before any such measure is contemplated. We may point out that the Mudaliar Commission on Secondary Education had recommended the levy of an industrial education cess for the furtherance of technical and vocational education at the secondary stage and suggested that representatives of industry, trade and commerce should be associated with the programme of technical education. The Commission had also suggested that in the field of nationalised industries or concerns such as Railways and Communications, Post and Telegraphs, a certain percentage of the net revenue from these undertakings might be made available for the promotion of technical education. We have no information whether, and to what extent, action has been taken on these recommendations, but we have been advised that the possibility of a small surcharge on the State Road Transport might also be explored. In 1957-58, about 18½ crores of passengers travelled on the State Buses. We are advised that the addition of one pie to the present levy per mile might result in an additional yield of more than two crores of rupees, and that the impact of such a small levy would hardly be felt, as the present earnings per seat mile is only 7-20 pies. Suggestions were also received by us about the possibility of levying a surcharge on the Sales Tax and similar

levies. We have no doubt that Government will take steps to have these and similar suggestions examined at expert level and devise a scheme of additional taxation which would not place an undue burden on the people of the State. However, at the very beginning, we have underlined the tax effort on the part of the Bombay State and the tax burden already shouldered by the people of this State, and we would, therefore, urge that Government should find the additional funds from the general revenues and place adequate assignments at the disposal of the Department. If Government are, however, unable to find the additional funds from their general revenues and consider that resort to taxation is absolutely essential, there would appear to be no escape from such a measure, as it would not be in the interest of the nation to hold up the progress of education for want of funds. If Government accepts our suggestion for a limited increase in the rates of fees, this source will give an additional yield which, coupled with a 50 per cent. subsidy from the Central Ministry, and the one year's saving in schooling under our scheme, might substantially off-set the additional liability involved in our proposals.

RECOMMENDATION 113

We recommend that, if it is absolutely inescapable, the possibility of levying a special secondary education cess or tax on items such as the following be explored :—

- (1) *The property tax in Municipal areas.*
- (2) *Land revenue in rural areas.*
- (3) *The State Road Transport.*
- (4) *The Sales Tax.*

CHAPTER X

TYPES OF SCHOOL MANAGERMENTS, THEIR NATURE, STRUCTURE AND ORGANIZATION

We were specially interested in the study of the types and varieties of school managements and organizations controlling non-Government secondary schools in the different parts of the reorganised Bombay State, the lines on which and the channels through which the system of control over schools operated, the extent to which the teaching staff was associated with the management and conduct of schools and the part played by the community in managing the affairs of the school serving its needs. In the context of democratic human relationships it is of the utmost importance that the management of a school should be a co-operative endeavour representing adequately the various interests involved. We saw unmistakable signs in almost every region visited by us, and in the evidence laid before us, of growing impatience with the complexion, character and tone of a section of the management controlling schools, and we thought it advisable to sound opinion on this question in every region representing a wide variety of interests, including managements, heads of schools, teachers, associations and members of the public.

Types of organizations conducting schools

2. Secondary schools in the State are at present controlled chiefly by the following types of agencies :—

- (i) The Central Government.
- (ii) The State Government.
- (iii) Societies or bodies registered under the Societies Registration Act of 1860 or the Bombay Public Trust Act of 1950.
- (iv) Municipal Corporations and Municipalities.
- (v) District Local Boards, Janpad Sabhas etc.
- (vi) Christian Missions and other religious orders.
- (vii) Proprietors.

Appendix "Q" to this Chapter shows the total number of secondary schools in the State during 1956-57 classified regionwise and managementwise (i.e., Central Government, State Government, District Local Board, Municipal and private).

We do not consider it necessary to deal with the question of the management of schools conducted by the Centre and the State, beyond pointing out that, so far as Government schools are concerned, the head of the school and the teaching staff do not appear to be

associated adequately with their management. We have elsewhere referred to the rigidity of control exercised by the Department of Education over schools. In the case of Government schools, we understand that the head of the school, for example, has no appreciable voice in the framing of the school budget or in the appointment of his staff. The principle of decentralisation, democracy and co-operative participation should permeate the lowest unit of the educational administration, namely the schools. We consider it imperative that the District Educational Officer in each District should be guided in all matters pertaining to Government schools by an advisory body consisting of the heads of Government schools in the district, senior teachers on the staff of the schools (among whom there should be a few women teachers, if possible) and the senior members of the district inspecting staff.

3. As regards non-Government schools in the territory of the old Bombay State, the orders passed by the State Government provide for the registration of the bodies controlling schools under the Bombay Public Trust Act of 1950 and/or the Societies Registration Act of 1860, to be eligible to receive aid from the State, proprietary schools being debarred from such aid. The 1860 Act is intended to regulate the registration of societies established for the promotion of literature, science, or the fine arts or for the diffusion of useful knowledge or for charitable purposes. The Act provides, among other things, for the formation of societies by any seven or more persons associated for any literary, scientific or charitable purposes etc., by subscribing their names to a memorandum of association and filing the same with the Registrar of Joint Stock Companies. The memorandum of association shall chiefly contain :—

- (i) the name of the society ;
- (ii) the objects of the society ;
- (iii) the names, addresses and occupations of the Governors, Council, Directors, Committee or other governing body to whom, by the rules of the society, the management of its affairs is entrusted ;
- (iv) a copy of the rules and regulations of the society shall be filed with the memorandum of association.

The property, both moveable and immoveable, belonging to the society under the Societies Registration Act, if not vested in the trustees, is deemed to be vested, for the time being in the governing body of the society, which is liable to be sued.

Under the Bombay Public Trust Act, 1950, which is intended to regulate and make better provision for the administration of the public, religious and charitable trusts, "a charitable purpose" includes among other things, "education", and the trustees of a Public Trust, under the Act, are required to make an application

for the registration of the Public Trust stating *inter alia* the designation of the trust, the names and addresses of the trustees and the managers, a list of moveable and immoveable properties, their approximate value, the gross average annual income of the trust property and the amount of the average annual expenditure and similar matters. They are also under obligation to submit their annual audited accounts and major changes in the properties of the trusts to the Charity Commissioner. All secondary schools registered under the Societies Registration Act of 1860, automatically are subjected to the provision of the Bombay Public Trust Act of 1950.

4. A large number of schools in the old Bombay State are of the Society type where a public institution conducts and manages the schools. There are two types of managements among these institutions. The Life-Member system type is common in certain Marathi speaking areas, where the model was set by the self-sacrificing founders of the Deccan Education Society. Institutions on similar lines were established in many places in the State. The main feature was that the teachers themselves formed the management and had a controlling voice in the affairs of the Society because they worked for the schools on small salaries and devoted their whole life to the work of the school. In course of time, however, the number of life-members became smaller and smaller and they became the managing bodies who employed other teachers as employees. Such types of managements grew up when it was reasonably possible for teachers to live on small salaries. But recently this tradition has practically ceased and another pattern of management has taken its place.

A group of citizens in the locality take the lead in forming a society for conducting a school and they employ teachers as employees. The control of the management is in the hands of the citizens who form and control the society and share the burden of financing the school.

In a majority of schools conducted by both these types of managements, teachers are treated as employees and do not have a voice in the affairs of the school. This has given rise to a great deal of discontent among the teaching profession. The main grievance is that teachers who are the backbone of the school are treated merely as paid employees of a factory and are not given any voice in managing the affairs of the schools. The position is still more worsened by some clauses in the model rules of service framed and enforced by Government, whereby the services of teachers can be terminated by the managements under certain conditions without giving any reasons. The insecurity of service combined with the absence of any share in the management has created a tremendous unrest in the ranks of the teachers. The criticism made by the teachers about the Life-Members system is more an attack on the

nature of managements which provide no place for teachers in the controlling bodies.

Views of Federations and other bodies etc., about certain schools registered under the Trust Act

Old Bombay State

5. The Secondary Schools Committee of 1947 had been asked by Government to examine the question of proprietary schools, to suggest ways and means to distinguish such schools from other schools and to advise as to the need for treating such schools on a differential basis. The Committee considered that it would be very difficult to define a proprietary school in unambiguous and clear terms, which would cover all cases and that it would serve the purpose if such schools were defined as those under a management not registered under the Societies Registration Act of 1860. Under Rule 83 of the revised Grant-in-aid Code for the old Bombay State area, proprietary schools are considered to be those schools that have not been registered under either the Societies Registration Act of 1860 or the Bombay Public Trust Act of 1950 or any other Act that may be specified by Government, and it has been laid down that such schools will not be eligible for any kind of grants from the public funds. In 1954, it was decided by Government to reduce progressively the rates of grants to all proprietary schools and to stop paying any grants to such schools from the year 1956-57, unless the schools were registered under the 1860 Act and/or constituted into charitable trust under a properly executed Trust Deed. It was also laid down that the original proprietor or the settler should relinquish all his personal rights and interests in the property of the institution and should not, directly or indirectly, retain with himself or with any of his relations any over-riding administrative or executive powers or any financial interests by way of any royalty, goodwill, commission or gratuities, or any right to revoke or alter the provisions of the Trust Deed or any right under the rules of the Society or the terms of the Trust, except to the extent expressly permitted by or under these conditions. It was further provided that the original proprietor or his relations might be members of the Board of Trustees or the governing body of the society but that they should not have a majority or a right to be in majority on the Board of Trustees or the governing body under the terms of the Trust or the rules of the society. As a result of the new provision in the Grant-in-aid Code majority of the proprietary secondary schools converted themselves into Charitable Public Trusts, to be eligible for grant-in-aid from Government, but responsible members of the public and educationists, particularly in Gujarat and Saurashtra, complained to us about the working of some of the old proprietary schools which, under the orders referred to above, are now under the control of new Boards of Trustees. The Bombay State Federation of Headmasters' Associations, in its

reply to our questionnaire, has remarked that in the case of schools of this type, "there is hardly a committee of management. Though the Board of Trustees nominally function to discharge certain duties imposed by the Trust Act, the original proprietor who is also invariably the Principal of the school, manages the whole affair as a Managing Trustee. Though the form has changed, the substance with regard to the pattern of administration more or less remains the same".

The Educational Inspectors of Ahmedabad and Baroda districts, in their oral evidence before us, expressed the view that the conversion of the management of proprietary schools into Educational Trusts was apparently merely nominal and that the Headmasters other than the Managing Trustee, had no say in the management. In their view senior teachers should be given representation on the management.

6. In another chapter we have stressed the desirability of the Department taking steps to plug the leaks in the organisation of the management of such schools, through which there is a seepage of the resources of the schools concerned. We have also suggested the advisability of the Department instituting a probe into the working of such schools. We are definitely of the view that there should be a thorough overhaul in the management of schools which were originally proprietary concerns and were subsequently brought under the control of the Boards of Trustees, and that their management should conform largely to the pattern which we have suggested later in this chapter.

Saurashtra and Kutch

7. Types of school managements in Saurashtra and Kutch are broadly similar to those in the territory of the old Bombay State and seem to call for no special remarks.

Vidarbha

8. Under the regulations framed under the Madhya Pradesh Secondary Education Act, 1951, provision has been made for what is known as the "School Code", "in order to ensure a minimum standard of efficient and uniform management of secondary schools recognised by the Secondary Education Board". In the statement of Objectives and Reasons underlying the School Code, it is further remarked that non-Government secondary schools are controlled and managed by governing bodies or managing committees, with widely different constitutions and functions, and that the Code provides for the formation of a school committee for secondary schools which should be the only body answerable to the Board on behalf of the governing body or the founder-member or members, as the case

may be. The constitution of the School Committee under the Code permits the representation of the governing body on it. Under Regulation 2 of the Regulations governing the School Code every school, other than a school run by Government or a Local Authority, shall have a School Committee answerable to the Vidarbha Board of Secondary Education, and in the case of a school run by a society registered under the Societies Registration Act, 1860, the committee shall consist of the President of the governing body and three members to be nominated by the governing body (excluding a teacher-member and a donor-member), the Head Master of the school, one member elected by the teachers of the school with not less than two years' service from amongst their own number, one donor elected from amongst donors who have made a donation of Rs. 1,000 or more, and one member nominated from amongst the guardians. It is also provided that the President of the governing body shall be the President and that Headmaster shall be the *ex officio* secretary of the school committee.

It will be seen that there is only one representative of the teachers on the school committee and that the President of the governing body is the President of the school committee. The regulations also provide for a school committee in the case of schools run by a person or a group of persons or an association not registered under the Registration Act of 1860, and the constitution of school committees in such cases is generally the same as in the case of schools run by registered societies. It would appear that the School Code for Vidarbha permits schools to be conducted by proprietors and by bodies not registered under the Societies Registration Act, and that the teaching staff is represented on the school committee but not adequately. The Vidarbha Federation of Secondary School Teachers' Associations in its reply to our questionnaire has remarked, "In a very large number of cases most of the members of the managing committees are friends and relatives of the active members who took the initiative in founding the societies. These naturally are either 'absentee landlords' or 'rubber stamps'. Recently an attempt was made by the Board to constitute school committees. Many members of many managements opposed giving a seat to teachers representatives on the school committee. In many school committees he is treated as a 'Harijan'. Representation of one teacher on a school committee of nine, is too meagre. At least one-third of the members of the committee should be teachers' representatives".

The functions of the school committees constituted under the School Code provide for all funds to vest in the governing body or the foundation-member or members, as the case may be, who alone have the power to enter into any contracts binding the society. The school committee has the power to prepare the budget of the

school for the approval of the governing body or the foundation-member and to express its views on other matters concerning the finances and management of the school. The school committee is also responsible for the general administration of the school, including the management and regulations of the finances of the school, the keeping of school accounts and making investments of the funds of the school, appointment of teachers other than the Headmaster and other servants, institution of new teaching posts and promotion and punishments of the teachers other than the Headmaster and other servants of the school.

The Vidarbha School Code also provides for the appointment of a Council of Teachers consisting of the head of the school and all teachers with not less than two years' service, and the Council is expected to discuss the progress of studies in the school, to bring to the notice of the school committee the needs of the school, and generally to advise the school committee on matters relating to the internal management of the school and discipline of the students, which may be referred to the Council from time to time.

Apart from the fact that the constitution of the school committee does not provide for adequate representation of the teaching staff, the provision for vesting the funds of the school in the foundation-member in the case of a school conducted by such a member and not by a registered society, is open to serious objection. The remarks made by the Vidarbha Federation of Secondary Teachers' Associations referred to above, are particularly significant in this context. The opinion expressed before us by some of the witnesses in Vidarbha also brought out the fact that, in a number of cases the school committees contemplated by the School Code were not actually functioning. A member of the Vidarbha Board of Secondary Education, in his written reply to our questionnaire, has remarked, "We are sorry to say that on account of no strict enforcing of these rules by Government, very many institutions are deliberately avoiding the implementation of the School Code".

Marathwada

9. The Education Code published by the Nizam's Government in 1935, contains general regulations regarding the recognition of schools of various types. Article 105 under these Regulations provides that the recognising Officer should, among other things, satisfy himself as to the constitution of the managing body of the school. Revised rules of Grant-in-aid were issued by the Hyderabad Government in 1952 which lay down that the managing committee of an aided school shall include, among its members, the Headmaster of the school and at least one other teacher to represent the staff, and that aided school teachers shall have the right to appeal to their respective Educational Officer for the redress of grievances and

safeguarding their claims. It has also been laid down that in the case of new schools the management shall satisfy the Government that they have sufficient means to meet the portion of the expenditure which is not covered by the Grant-in-aid.

The Deputy Director of Education for the Aurangabad Division, in his oral evidence before us, suggested that all societies conducting private schools should be registered and that the Bombay rules should be enforced in this case.

Schools conducted by local bodies

10. In consequence of the recommendations of the Hunter Commission of 1882 for the transfer of secondary schools to local bodies, subject to certain conditions, the District Local Boards and Municipalities came on the scene in the territory of the old Bombay State as agencies for conducting secondary schools after about 1883-84. Some of the secondary schools formerly conducted by the Department of Education were transferred to District Local Boards after 1885, but the number of schools conducted by the Boards was not large owing to the paucity of funds which were intended primarily for primary education. A large number of English classes were, however, conducted by the Boards in selected full-fledged primary schools. But these classes ceased to exist with the abolition of English from the middle stage in 1948. There was only one secondary school conducted by the District Local Board in 1956-57 in the old Bombay State area.

The Municipalities also came into the field after 1885 and in 1886-87, the number of secondary schools conducted by Municipalities in the old Bombay State area was 65, most of which had been transferred by the Department to Municipalities. The number of secondary schools conducted by the Municipalities during 1956-57 was 36.

It may be pointed out that the administration and management of schools conducted by local bodies leave, as a rule, much to be desired and that experience in the matter has not been particularly encouraging. The Bombay State Federation of Head-masters' Associations in its written reply has remarked, "By its very nature the Municipality and/or Local Board provides a very unstable management for secondary schools. The management changes every three or four years, thus depriving the school of a stable administration. The tendency of utilising one's position as a member of the Municipality or Local Board also prevails in a very large measure, which makes the administration of the school on sound educational lines very uncertain. The Federation would like the Government to transfer the management of the few Municipal and Local Board secondary schools which exist today, to a properly formed educational society.

11. The Federation of Brihad Gujarat Secondary Teachers' Associations has also expressed the opinion that local bodies should not conduct secondary schools.

12. The Mudaliar Commission on Secondary Education, in dealing with schools maintained by local bodies, observed, "Though we do not wish to make any unfair generalisation about their efficiency, we have had enough evidence to show that there is considerable need for a toning up of these institutions. As in the case of private managements, the Local Board should have a small executive body for the management of schools. This executive body should not exceed nine members, with either the District Education Officer or some nominee of the Directorate as an *ex-officio* member of the Board. In the case of Municipalities or Panchayats, which have only one school in their charge, the Headmaster should be *ex-officio* member of the executive body. We feel strongly that the Board should not interfere with the internal management of the schools concerned or with the powers and duties of the Headmasters. We regret to note that in many cases members of local bodies have not hesitated to assume a responsibility to visit schools, to examine the records and sometimes actually to interfere with the teaching. We think, this tendency on the part of individual members of the Local Boards to act as an inspecting agency, should be strongly discouraged and no member should have the right to inspect the school or to call for any statement or document or in any other way to interfere with its internal management. The President of the Committee alone may be authorised to call for returns or information from the Headmaster".

13. The Secondary Schools Committee of 1947 had also considered the question of secondary schools conducted by Municipalities and recommended that the Municipal School Committee in charge of a high school should have full powers for the general administration of the school, including the appointment of teachers. The Committee had also recommended the lines on which the Municipal School Committees should be formed. The Bombay Government, after considering these recommendations, had approved certain rules regarding the powers and duties of the Headmasters of Municipal high schools and had asked the Divisional Commissioners to get them incorporated in the Municipal Rules. These rules provide for the appointment of the headmaster as the *ex-officio* secretary of the Municipal School Committee and give him full hold over the internal administration of the school. As recommended by the Secondary Schools Committee, Government has laid down the Matriculation Examination or an equivalent examination as the minimum qualification for membership on the Municipal School Committee and has also provided that there should be one woman member on the Committee if the Municipal school admits girls. The minimum educational qualification is, however, relaxable, in certain circumstances.

Vidarbha

14. A number of secondary schools is conducted by Janpad Sabhas and Municipalities in Vidarbha. But the provision about the appointment of a School Committee under the School Code regulations does not apply to schools run by a local authority as they have their own school committees. The Vidarbha Federation of Secondary School Teachers' Associations has, in its written reply, remarked, "The local bodies be asked to manage primary education only". It would appear that the position of schools conducted by local bodies in Vidarbha is generally similar to that of such schools in the territory of the old Bombay State.

Saurashtra and Marathwada

15. There are no secondary schools managed by local bodies in Saurashtra and Marathwada.

Schools conducted by Missions and religious orders

16. The mission schools teaching English began to come into existence in the territory of the old Bombay State in the third decade of the 19th century. The schools conducted by the large missionary organizations in important centres such as Bombay, Poona, Ahmedabad, etc., maintain a good tone and a high level of general efficiency. Schools conducted by missions and religious bodies are found in the new regions also. Ordinarily the medium of instruction in such schools is English and in big centres they have to cope with a large rush of admissions. The controlling bodies of the schools are the Missions with their own constitutions and there is no obligation on them to include the teachers in bodies which are responsible for managing the affairs of schools.

Opinions of Committees and Commissions on the Character of school managements

17. The Secondary Schools Committee of 1947, had suggested that the school managements and heads of schools should take teachers into confidence in managing the affairs of schools and that teachers should be given every opportunity to express their views on questions under discussion. The Committee had also suggested that budget proposals might be placed before the teachers for their suggestions and comments and that their views should be given due consideration. In cases of schools where the teaching staff was very large, the Committee was of the view that there might be small Teachers' Councils, which might be consulted on important occasions. The Committee had also observed, 'if school managements and heads adopt such friendly attitude and conduct school with the full co-operation of their teachers, a good deal of misunderstanding and prejudice will be removed, both sides will know each other

better and the growing tension and ill-feeling will very considerably be lessened'. In regard to the question of teachers having a representation on the managing committees, the Committee did not consider it desirable that "teachers who are not life-members or have no financial responsibilities for the conduct of the school should be given, as a matter of right, places on the executive or governing bodies of schools, as the relation between those bodies and the teachers is that of the employer and the employee". The Committee, however, suggested that the head of a school should be an *ex-officio* secretary or a joint or an assistant secretary of the managing committee, and should have the right to attend the meetings, take part in the discussions and keep a record of the proceedings of such meetings.

The Mudaliar Commission on Secondary Education has also examined this aspect of Secondary Education and remarked "the large increase in the number of students anxious to join schools has led to a rapid increase in the number of schools and these have been started by a variety of managements, many of whom were not conversant with the needs of the school or the methods of their management". The Commission considered it imperative that "managements which have failed to reach a reasonable level of efficiency or have shown gross irregularities or indifference to educational interests should be given a clear directive to remedy those defects within a definite period". The Commission has suggested the following general standards, among other things, to be observed in this respect :—

(i) Individual or proprietary managements should be definitely discouraged.

(ii) All managing bodies should be registered and should consist of a limited number of persons not exceeding 15.

(iii) The head master should be an *ex-officio* member of managing bodies.

(iv) No member of the managing board should directly or indirectly interfere with the internal administration of the school, the discipline of the school, or the duties of the teachers.

(v) The managing body should be responsible for the passing of the budget, for proposals to start new branches of study, for correspondence with the Directorate of Education in all matters pertaining to the management of the school and for the appointment of the teaching staff under definite conditions of service.

Views of certain educationists about the pattern of school management

18. A note suggesting a model constitution for educational societies was drawn up by a group of educationists who had met in Ahmedabad in August, 1956. In the course of the note, it is

remarked that in the next few years many educational societies are likely to come into existence to take over the management of Government-controlled or proprietary schools or to open new schools and that it is, therefore, necessary to prepare a model constitution for such societies. The objectives underlying the proposed constitution suggested in the note are :—

(i) To secure the active co-operation of the local community in the conduct of the school.

(ii) Education should be accepted as a joint responsibility of the Government and the people.

(iii) The donors, social workers, parents, school pupils, teachers and others interested in education should be persuaded to become joint active participants.

(iv) The educational societies should have a progressive educational outlook.

(v) The society should adopt a democratic way of administration, giving freedom to its component members, including teachers and pupils, to manage their own affairs with a sense of responsibility.

It is also suggested that the society must be registered under the Societies Registration Act, 1860 and/or the Bombay Public Trust Act, 1950.

The note also suggests 3 bodies :—

(I) the general body

(II) a Managing Committee
and

(III) the Workers' Executive Council.

The Managing Committee is proposed to consist of the representatives of donors, paying members, life workers, heads of educational institutions run by the society (*ex-officio*), and permanent teachers with more than 10 years of continuous service (*ex-officio*). The Managing Committee will have the power to collect funds, sanction the annual budgets, approve new educational projects and generally formulate policies and supervise the work of the institutions established by the society. The property of the society will vest in the Managing Committee.

The workers' Executive Council will consist of heads of the institutions managed by the society, its life workers, and representatives of permanent teachers of 10 years' standing. The council will be responsible for the educational programme of the society's institutions and its implementation.

Proposed pattern of school management

19. We have examined the question of devising a suitable pattern for school managements in the light of the views expressed by responsible educational organisations and educationists and of the evidence laid before us. Democratisation, decentralisation and co-operative spirit in administration and management should, in our opinion, be the bed-rock on which any system of school management should be founded in the present context, and with this object in view, we have suggested large-scale devolution of powers at every level—regional, district and institutional. We consider that in the present pattern of our society, the concentration of powers in the hands of one man or a coterie of persons is not calculated to ensure the smooth and efficient working of an educational institution and that workers in the field and representatives of the rank and file must also be associated adequately with the actual conduct and management of educational institutions. We also consider that, as recommended by the Mudaliar Commission on Secondary Education and by the Secondary Schools Committee of 1947, societies and other bodies conducting secondary Schools should be required to get themselves registered under the Societies Registration Act of 1860, apart from their registration under the Trust or any other Act, if necessary.

20. Strong representations were made by a number of educational organizations and others urging adequate representation for the teaching staff on managing committees in charge of schools. The Secondary Schools Committee of 1947 did not consider it desirable that teachers who were not life members or had no financial responsibilities for the conduct of the school should be given, as a matter of right, a place on the Executive Committees or governing bodies of schools, as the relation between these Committees and the teachers was that of the employer and the employee, and this view was accepted by the Bombay Government. The pattern of employer-employee relationship has, however, undergone radical changes in recent years and the principle of associating senior and responsible representatives elected by employees with managerial functions has now received wide recognition. A number of organizations have advocated the need for adequate representation for teachers on managing bodies. The Bombay State Federation of Secondary Teachers' Associations has suggested that assistant teachers should be given adequate representation on all the governing bodies. The Vidarbha Federation of Secondary School Teachers' Associations considers that the representation of one teacher on the School Committee under the Vidarbha School Code is too meagre and has suggested that at least one-third of the members of the Committee should be teachers' representatives. The Federation of Brihad Gujarat Secondary School Teachers' Associations has recommended that more than $\frac{1}{3}$ of the Managing Committee should consist of the

lay staff of the school. The Bombay North and Suburban Secondary Teachers' Association considers that assistant teachers should be given adequate representation on all the governing bodies.

21. We have given serious consideration to this question and feel that the orders passed by the Bombay Government on the recommendation of the 1947 Secondary Schools Committee should be reviewed and provision should be made for the representation of teachers on managing bodies in charge of schools. We have also carefully examined the provisions of the Vidarbha School Code under which a School Committee is required to be set up in the case of schools other than those managed by Government and local bodies. Apart from the fact that such School Committees are not actually functioning in a number of cases, opinion in Vidarbha appears to favour a more representative body to be entrusted with the management of schools. The School Code Implementation Committee which had been appointed by the Madhya Pradesh Board of Secondary Education, in the course of its Report, has remarked, "A feature of the composition of the School Committee, to which certain managements have pointedly objected, is the marked distinction made between the head master and the other teachers..... This has more often than not resulted in an estrangement between the head master and his staff leading to intrigues and insubordination". The Committee has further objected to the provision in the Code for a donor-representative to be on the School Committee and observed. "We find that in some schools the seat of a donor-representative on the School Committee has remained unfilled, as there are neither donors paying Rs. 1,000, nor are the donors represented on the governing body of the Society as they do not exist". The Committee has also objected to the guardian representative being nominated on the school committee "when the number of guardians, even in the smallest recognised secondary school, can be sufficient to form an electorate to elect him".

22. It is clear that even a responsible and high-powered committee such as the School Code Implementation Committee, has not been able to place its seal of unqualified approval on the provision in the Vidarbha School Code regarding the formation of school committees. From all accounts the provision in question seems to be in a state of suspended animation. The scheme regarding the appointment of school committees, as envisaged in the Vidarbha School Code, seems, on the whole, to be, like the curate's egg, good in parts only.

23. The foregoing discussion clearly shows that a variety of managing bodies for secondary schools exist in the different parts of the State. This is due to the fact that traditions differed from time to time and from place to place. There has been control of the State for some time but this is intended primarily to safeguard the funds

of the public and to assure reasonable standard in the working of the schools. We feel that a time has come when a common and to some degree of uniform pattern of managing bodies should be laid down for all types of schools. The problems arising out of the working of the existing schools, the desire of the teaching profession to have some part of managing the school, the need to safeguard the academic freedom of the school from external interference—are some of the issues which make it imperative on the State to prescribe a model managing committee for every Secondary School. The features of such a committee should be :—

The donors and founders of the School or Society should have a voice in the management of the School. But their powers should be confined to the external side of school education, such as the provision of building, equipment, playgrounds, the starting of new courses, the appointment of teachers and the control of funds.

There should be restriction against the interference of such persons in the academic and internal affairs of the school such as discipline, promotion, supervision of teaching and school records. The matters should be entirely under the control of the Head of the School.

The powers of the Head Master should be clearly defined and he should have a voice in the managing committee of the School either as Secretary or as *ex-officio* member.

Since teachers are an important part of the school, they should have some representation on the managing committee of the school. They may be in a small minority, but even then their point-of-view placed before the managing committees is likely to improve the relations between the managers and the teachers.

RECOMMENDATION 114

We therefore recommend that —

(1) Every non-Government Secondary School should have a Managing Committee, which should be responsible to Government for the proper management of the school.

(2) The composition of the Managing Committee should be as follows :—

(a) Representatives of the parent body whichever it may be e.g. a Society, a Trust, a Local Authority, a Mission etc.

(b) The Head Master as Secretary of the Committee or as an *ex-officio* member.

(c) Representatives of permanent teachers.

The number of the Head Master and Teachers taken together should be about one-third of the total number of members on the Managing Committee, which may have a minimum of nine and maximum of fifteen members.

(3) A Society conducting a large number of schools may have a common Managing Committee for a group of schools in a locality or every school of the Society may have a separate Managing Committee of its own.

(4) The function of the Managing Committee should be clearly defined by Government. In the main, this body should be responsible for managing the funds of the School, providing the school plant and equipment, the appointment of the staff and such other matters concerned with the external non-academic side of school management. No individual member of the managing committee or the governing body should directly or indirectly, interfere with the internal administration of the school, the discipline of the school and the duties of the teachers.

(5) Every Secondary School should have a Teachers Council, which should advise the Head Master on the day-to-day academic matters of the school.

(6) The composition of the Teachers council may be broadly on the following lines :—

- (a) The Head Master as Chairman,
- (b) Representatives of permanent teachers,
- (c) A nominee of the Managing Committee.

The total number of members should be from 5 to 9 according to the size of the school.

(7) Government should consider the desirability of having a Managing Committee and a Teachers Council for every secondary school conducted by it.

RECOMMENDATION 115

We also recommend that in all academic matters and questions pertaining to the internal working of the school, the head of the school should have full powers and a free hand, particularly, in admissions and promotions, selection of text-books, purchase of books and equipment within the sanctioned allotment, discipline of school pupils, scheme of school work, control over the school staff and similar matters of school management.

(C.C.P.) L-B No 1177-15a

RECOMMENDATION 116

We also recommend that the Department should lay down detailed rules defining the duties, functions and powers of heads of schools and bring these rules to the notice of school managements and the school staff.

RECOMMENDATION 117

We further recommend that School Managing Committees and Teachers Councils on the lines suggested above should also be required to be constituted for the management of secondary schools conducted by local bodies such as District Local Boards and Municipalities.

24. We have indicated the broad outlines on which the administration of Secondary Schools in the whole State should be re-organised. The Integration Committee for Secondary Education had no time and the resources to go into the minute details of the recommendations and therefore suggest that this task be taken up on the Board of Secondary Education or similar committee appointed for the purpose.

A number of new societies and schools are expected to come into being in the new regions as well as the old ones, and a model pattern of administration would set the management on sound democratic and co-operative lines from the very start.



CHAPTER XI

MULTI-PURPOSE AND HIGHER SECONDARY SCHOOLS

Scope of enquiry regarding Multi-purpose schools and statistical information about such schools

In Chapter II of this report we have dealt generally with the question of higher secondary and multi-purpose schools and recommended that the long-range plan, on which the Department of Education should work, should aim at the conversion of the existing secondary schools into higher secondary and multi-purpose schools within a period of 15-20 years. We have also stressed the urgency of introducing as early as possible and, in any event, not later than June, 1960, the multi-purpose and higher secondary school scheme according to a planned and phased programme in all the regions of the State. In the Questionnaire issued by us, we had invited opinion on the various aspects of the multi-purpose schools already functioning, and in the course of our tours of the various regions we took steps to sound opinion as to the place of multi-purpose schools in the educational system in the region, the extent to which the diversified courses were generally popular in the regions and the need for providing a larger number of multipurpose schools. We were also anxious to see for ourselves the conditions in which multipurpose schools were working, and at almost every place which we visited, we made it a point to see the schools in actual working order, the equipment and apparatus provided, the number of pupils studying the multipurpose courses and the members of the teaching staff handling the theoretical and practical courses. We also discussed at some length with the members of the teaching staff and the educational Officers concerned the lines on which the multipurpose schools were working in the region, the degree of the response to the multipurpose scheme in general from the local people, the directions in which improvements were called for and the steps that were needed to enhance the popularity of the scheme. We have obtained from the Director of Education up-to-date figures about the number of multipurpose schools in each region and the number and variety of diversified courses allotted to them. The following statement compares the number of multipurpose schools in each region and the details of the courses allotted to the schools :—

Serial No.	Name of the region.	No. of Schools.	Agr.	Com. Home Sc.	Fine Arts.	Sc.	Hum.	Tech.	Total No. of courses.
<i>Old Bombay State Area—</i>									
1	Bombay Region ..	47	6	8	7	7	..	..	27 55
2	Poona Region ..	36	8	7	8	5	..	..	17 43
3	Ahmedabad Region ..	45	7	7	7	6	..	..	22 49

Serial No.	Name of the region.	No. of Schools	Agr.	Com.	Home Sc.	Fine Arts.	Sc.	Hum.	Tech.	Total No. of courses.
<i>New Regions—</i>										
4	Nagpur Region ..	17	10	3	2	1	10	17	2	45
5	Aurangabad Region ..	19	9	3	1	1	8	8	7	37
6	Saurashtra & Kutch Regions.	54	9	20	8	8	17	..	12	74
Total ..		217	49	48	33	28	35	25	87	305

The Technical High Schools and Polytechnic institutes are organised, managed and controlled by the Department of Technical Education. The diversified courses in Agriculture, Commerce, Home Science, Science, Fine Arts and Humanities are, however, controlled by the Department of Education.

Allocation of diversified courses

(1) Marathwada

2. In the Marathwada region the scheme of multipurpose schools was initiated by the old Hyderabad Government in 1955-56, but the schools concerned which had switched over to the multipurpose courses had not been provided with adequate trained personnel, equipment, apparatus etc., particularly for the Agricultural and Technical courses, with the result that such schools could not cover the ground according to the syllabuses. After the Reorganisation of the States, the Department of Education had, therefore, to issue orders to halt the scheme from the year 1957-58 and to permit the pupils concerned in Standard X to opt for either the Bombay S.S.C. Examination or the Hyderabad H.S.C. Examination. The action of the Department in temporarily suspending the course was motivated by the consideration that the boys had not been adequately prepared for the multipurpose courses and that they might not fare well at the final examination. In any event, however, the stoppage of the courses at Standard X amounted practically to swopping horses in mid-stream, and we understand that the boys who had been given the option to appear for the Bombay S.S.C. Examination or the Hyderabad H.S.C. Examination did not do quite well at these examinations, either of which they had to take somewhat abruptly. The Department permitted the pupils who reached the Standard X in 1958-59 in multipurpose schools to go ahead with the course and we understand that permission has also been accorded to the opening of Standard XI from June, 1959, in such schools to enable the boys to complete the multipurpose course.

We visited some of the multipurpose schools in the Aurangabad Division, and we noticed that, due to the shortage of trained personnel, there was difficulty in utilising to the fullest extent the equipment and apparatus which had been purchased for the Technical course. The workshops constructed were not being operated fully in some cases due to the inadequacy of the technical personnel, while the difficulty about suitable land and irrigation facilities hindered the progress of the Agricultural course. In the Aurangabad Division the total number of the diversified courses so far allotted is as under :—

Nature of the course.				No.
Agriculture	...	...	...	9
Commerce	...	...	...	3
Home Science	...	...	...	1
Science	...	...	...	8
Fine Arts	...	...	...	1
Humanities	...	...	...	8
Technical	...	...	...	7
				<hr/> 37 <hr/>

We feel that great care needs to be taken in the allotment of the diversified courses and that the suitability of the place, the availability of land and irrigation facilities, the main industries, professions and occupations followed in the area and similar factors will have to be given due consideration in the allotment of the courses. This work should be entrusted to a special committee.

In the existing schools although there are academically qualified persons, they do not seem to have undergone a special professional training for the multipurpose courses and it is necessary that suitable provision for specialised training should be made.

RECOMMENDATION 118

We recommend that for the purpose of the review and reorganisation of the scheme of the allocation of the courses provision should be made for the appointment of a Divisional Committee consisting of—

- (1) the Divisional Deputy Director of Education,
- (2) three heads of multi-purpose schools, one of whom should be a woman, if possible,
- (3) three Officers from among the Educational Inspectors and Inspectresses of Girls Schools in the Division,
- (4) a representative of the Director of Technical Education,

- (5) a representative of the Director of Agriculture,
- (6) a representative of the Chief Inspector of Commercial Schools.
- (7) an expert in Fine Arts,
- (8) two educationists and persons interested in the scheme.

The allotment of the courses should be regulated in accordance with the advice of this Committee.

RECOMMENDATION 119

We also recommend that the Department should take steps to provide for professional training courses for the personnel in the multipurpose schools.

This question has been discussed by us further in the Chapter on the Training of Teachers.

(2) Vidarbha (Nagpur Division)

3. The total number of multipurpose schools in Vidarbha is 17 and the details of the diversified courses allotted to them are as under :—

Nature of course.	No.
Agriculture	10
Commerce	3
Home Science	2
Fine Arts	1
Science	10
Humanities	17
Technical	2
	<hr/> 45 <hr/>

The Vidarbha Board of Secondary Education resolved in March, 1958, that Standard XI in all high schools, except the multipurpose schools, should be discontinued with effect from the academic year beginning on 1st July 1958, and that all high schools of the traditional type, which do not switch over to the multipurpose courses, should teach up to Standard X only. For such high schools a two-year course covering Standards IX and X has been prescribed and a three-year course extending over Standards IX, X and XI has been laid down by the Board for multipurpose schools. We have already recommended in Chapter II that Standard VIII, which at present forms part of the middle stage in Vidarbha, be upgraded and included in

the high school or the higher secondary stage, as the case may be. The difficulties encountered in the implementation of the multipurpose courses to which we have referred in the case of Marathwada, are being experienced, to some extent, in Vidarbha also. We consider that a Divisional Committee on the lines indicated by us in the case of Marathwada, should be set up for the Nagpur Division also, which should be charged with the responsibility of reviewing the allocation of the various diversified courses after a careful survey of each locality so as to determine its suitability for a particular course. We also consider that provision for the professional training of teachers for multipurpose schools should be made in this region.

Fifty-seven non-Government secondary schools in Vidarbha have been permitted provisionally by the Vidarbha Board of Secondary Education to be converted into higher secondary schools from the year 1958-59 and Class IX of such schools has started teaching the new courses from that year. The Board will recognise the schools as higher secondary schools in due course after they have been inspected and reported upon. The Board has informed the schools concerned that no extra grant for the higher secondary courses can be guaranteed. We consider that schools which have switched over to the higher secondary courses should be paid recurring and non-recurring additional grants due to them to enable them to provide for the necessary equipment and personnel and that unless this is done, the schools will not be in a position to make satisfactory provision for the courses.

(3) Saurashtra (Rajkot Division)

4. In Saurashtra the total number of schools which have been converted into multipurpose schools is 54, and the number of diversified courses allotted to them comes to 74 classified as under :—

Nature of course.	No.
Agriculture	9
Commerce	20
Home Science	8
Fine Arts	8
Science	17
Technical	12
	<hr/> 74 <hr/>

We visited a number of multipurpose schools in Saurashtra and we noticed that the apparatus and equipment purchased particularly for the Technical course was not being properly utilised, due largely to

the shortage of trained staff, and in some cases, to the inadequacy of suitable accommodation. Suitable agricultural land and irrigation facilities were not available for the Government schools selected for the Agricultural course except in a very few cases. The Government school at Junagadh which has been allocated the Agricultural course has not evoked adequate response from the locality, as there is already an Agricultural institution at the place run by the Department of Agriculture. The three non-Government high schools at Aliabada, Songad and Mangrol, which have been allotted the Agricultural course are fairly well equipped and are teaching the course. On the whole, we feel that the allocation of courses to the different schools had not been planned after a careful survey of each centre. For example, as many as four schools have been allotted the Commerce course at Bhavnagar, while only one school at Rajkot and two in Jamnagar teach the Commerce course. A Divisional Committee on the lines recommended by us in the case of Marathwada should be set up for Saurashtra also which should be requested to examine the question of the allocation of diversified courses in the light of the conditions at each centre and to plan a proper and equitable allocation of the courses. The ex-Saurashtra Government had received substantial assignments from the Centre for the provision of equipment and construction of buildings for the multipurpose scheme, but in some cases the equipment is not being fully utilised for inadequacy of trained staff. We consider that provision of professional training for teachers in multipurpose schools is absolutely essential and that the Department should take steps to do so at an early date.

(4) *Territory of the old Bombay State*

5. In the territory of the old Bombay State 127 schools are teaching the diversified courses and the total number of courses allotted to these schools comes to 149 as under :—

Nature of course.	No.
Agriculture	21
Commerce	22
Home Science	22
Fine Arts	18
Technical	66
	<hr/> 149 <hr/>

In this connection the Bombay State Federation of Head Masters' Associations has remarked, "the Multi-purpose schools in the real sense of the word have not yet come into existence in the pre-integration area of the Bombay State. The few diversified courses that

have been introduced in Fine Arts and Home Science are not yet very popular with the pupils or with the guardians. Their classes are far from being full. The reason is that the pupils find very limited openings available to them after pursuing these courses, and those too are of a lower level. The suitability of other subjects can be determined only after making a thorough investigation into local conditions and needs. The syllabi for Higher Secondary Schools in the old Bombay State territory have still to be formulated. For diversified courses in Fine Arts and Home Science, new syllabi have been prescribed. For diversified courses in Agriculture, Commerce and Technical subjects, the courses of the vocational high schools have been more or less adopted. Excepting in the subject or subjects prescribed under a diversified course, the syllabi of the ordinary high schools are followed, and so far as vocational and technical courses are concerned, the syllabi of the vocational high schools are being followed."

In a note, the Director of Education remarks, "since the scheme is costly and the Second Five-Year Plan provision for it was restricted, the Government of Bombay desiring to spread the benefits of the scheme to as large a number of schools as possible, allotted only one diversified course to the schools selected for the purpose. This means that a school which was taken up for conversion ran only two courses, viz., the usual academic one *plus* the diversified course allotted by Government."

It will be seen that in the territory of the old Bombay State a multipurpose school has generally one diversified course, viz., the Commerce or Home Science or Fine Arts or Agriculture, in addition to the academic course, so that such schools are more or less broadly of the same pattern as vocational high schools which were started in the old Bombay State around 1939 on the recommendations of the Abbot and Wood Committee. In addition, there are technical high schools under the control of the Director of Technical Education. There is not much choice for students attending the schools to select courses in which they are most interested. We have, therefore, recommended in Chapter II that the Bombay Government should earnestly consider the urgency of introducing as early as possible and in any case not later than June, 1960, the Multipurpose and Higher Secondary School Scheme according to a planned and phased programme. We also consider that a Divisional Committee for each of the three divisions, viz., the Greater Bombay, Poona and Ahmedabad Divisions, should be created on the lines recommended by us in the case of Marathwada, and that provision for the professional training of teachers for multipurpose schools should also be made as early as possible.

Phased programme for the implementation of the Multi-purpose and Higher Secondary Scheme

6. We would like to refer here to the Seminar of Head Masters and Educational Officers held at Mahabaleshwar in May, 1957, which had specially considered the question of multipurpose and higher secondary schools and drawn up a detailed time-table for the implementation of the scheme, specifying the pace of conversion and other details. The number of full-fledged high schools in the whole State at the end of 1956-57 was 1649. In view, however, of the probable increase in the number of full-fledged high schools in the near future, the Seminar took 2,000 full-fledged high schools as the basis for conversion into multipurpose and higher secondary schools and suggested that there should be 3 four-year programmes covering a total period of 12 years, for conversion at the rate of 40 per cent., 30 per cent. and 30 per cent. respectively at the end of each programme. Under the project for the first programme, the Seminar considers that the primary endeavour should be to provide for one each of the diversified courses in technical subjects, Agriculture, Fine Arts, Home Science and Commerce in every district, rural schools being persuaded to adopt the diversified courses in Agriculture, in addition to a course in Humanities. In a unit of 100 schools the distribution of diversified courses, according to the scheme of the Seminar, should broadly be as under :—

- 20 Schools with Humanities.
- 40 Schools with Humanities and Science.
- 10 Schools with Humanities and Agriculture.
- 20 Schools with Humanities and an additional course in Commerce, Fine Arts, or Home Science, and
- 10 Schools with a technical course.

In the time-table for the conversion of secondary schools into higher secondary and multipurpose schools, the Seminar has suggested the conversion of 800 high schools into higher secondary and multipurpose schools during the first four-year period of the project and 600 schools each at the end of the next two periods of the project.

According to the approximate rough calculations made by the Seminar, the total cost of the whole project has been placed at Rs. 1,310 lakhs, of which the share of the State Government is estimated at Rs. 361.30 lakhs.

7. The Board of Secondary Education of the Bombay State had also appointed a Committee in 1957 to work out a detailed plan for the introduction of the Higher Secondary Scheme, and this Committee had before it also the scheme formulated by the Mahabaleshwar Seminar referred to above. The Committee has suggested

a total period of 17 years for the conversion of 2,000 full-fledged high schools, the first period being of two years, at the end of which 300 schools are proposed to be converted and the next three periods being of 5 years each, the rate of conversion being 602, 602 and 496 schools respectively. A broad estimate of the non-recurring cost has been framed by the Committee, which comes to about Rs. 1,065 lakhs.

We understand that the Board of Secondary Education had appointed recently a Committee to consider the question of compressing the higher secondary school syllabi so as to enable them to be completed within a period of 11 years and that the Report of this Committee has already been submitted to Government.

8. Government have thus before them the well-considered schemes framed by the Seminar of Head Masters and educational Officers held in Mahableshwar in 1957, and also by the Board of Secondary Education, giving an approximate time-table for the conversion of schools as also a rough estimate of the cost. We are aware that the total cost of the scheme is very high, running into about 13 crores of rupees, but the share of the Bombay Government in the scheme is not likely to exceed about Rs. 4 crores. If Government find it difficult to make the necessary funds available for the Scheme, we would suggest the desirability of Government floating a loan aggregating about Rs. 4 crores, which could be repaid in suitable instalments over a term of years. The need for introducing the Scheme particularly in the territory of the old Bombay State, and of bringing as many schools as possible under the Scheme in all the regions cannot be too strongly emphasized.

9. We, however, feel that before new centres for multipurpose courses are selected, Government should secure the requisite trained specialised personnel, buildings, equipment etc., and should make sure that there is a demand for such courses from the local community. We also feel that in order to ensure the success of the scheme it is necessary to set up a suitable machinery for a concurrent and continuous review and assessment of the programme, progress and results of the scheme. It is also necessary that school managements desiring to convert their schools into multipurpose schools should know in good time the requirements for the recognition of such schools.

RECOMMENDATION 120

We recommend that steps be taken by the Bombay Government to frame, as early as possible, and not later than June, 1960, a phased programme for the conversion of full-fledged high schools into higher secondary and multi-purpose schools broadly on the lines indicated by the Board of Secondary Education of the Bombay State, that the minimum requirements for the recognition of full-fledged high schools

which are converted into higher secondary and multi-purpose schools be laid down and communicated to all schools in good time before June, 1960, and that the funds required for the implementation of the scheme be made available.

RECOMMENDATION 121

We also recommend that steps be taken to set up a suitable machinery for the concurrent and continuous evaluation and assessment of the programme, progress and results of this scheme.

Need for a combined course in Humanities and Sciences

10. The draft syllabuses for Higher Secondary Schools circulated by the All-India Council for Secondary Education, which form the basis for courses of studies for higher secondary and multi-purpose schools, include under section 'D' 7 groups in all, group 1 representing Humanities and group 2 representing Sciences. We have noticed that the Humanities group has hardly any appeal in most of the regions. Two hundred and seventeen high schools throughout the State, which have been converted into multi-purpose schools, have been allotted in all 305 diversified courses, which include only 25 courses in Humanities, because at present the swing is more towards Sciences than Humanities. At the time of our visit to these schools it was noticed that the enrolment in the Humanities group was extremely small. It is very desirable that, for an all-round and balanced development, children should have a reasonable grounding in Humanities as well as in Sciences. If a combined course in Humanities and Sciences were framed on the lines of group VIII suggested by the 1957 Mahabaleshwar Seminar referred to above, it would appeal to a fairly large section of students.

RECOMMENDATION 122

We recommend that steps be taken to frame a combined course in Humanities and Sciences on the lines suggested in group VIII by the 1957 Mahabaleshwar Seminar of Headmasters and Educational Officers.

Need for spreading a net-work throughout the State of schools of the type of vocational high schools in Vidarbha

11. From our investigations and the discussions we had with educationists and leaders of public opinion all over the State, we noticed that there has been an increasing recognition of the need for providing for schools of the type of vocational high schools such as those in Vidarbha catering mainly for pupils who are either not suitable or have no aptitude or perhaps the means for an academic course leading to a University degree. With the upgrading of the courses as a result of the introduction of the multi-purpose and higher

secondary scheme the provision of schools of the type referred to above is all the more necessary, for a large number of students will not find a place in a higher secondary or a multi-purpose school and a proportion of them who are admitted to such schools may not also be able to make the grade. For such boys and for those who do not wish to go in for University education, it is necessary to provide schools in which the accent is mainly on training in a particular vocation or occupation. We were impressed a great deal by vocational high schools in Vidarbha some of which were visited by us in the course of our tour in that region. These schools are intended to impart education which aims at training persons for successful employment as semi-skilled and skilled workers in trades, crafts or occupations. The training is also intended to develop manipulative skills, working practices and good working habits. A small proportion of the time is devoted in these schools to general education but the major part is reserved for specialised training. About 65 per cent. of the time allotment per week is for theoretical and practical instruction in the trade or vocation concerned, and about 35 per cent. for general education. The schools teach the following crafts :—

Subject.		Duration.
Carpentry	...	4-year course.
Metal work	...	4-year course.
Leather work	...	4-year course.
Tailoring	...	4-year course.
Electrician's course	...	4-year course.

The boys who have passed Std. VII are admitted to these schools. A significant feature of the vocational scheme in Vidarbha is that the final examination is conducted and the certificate awarded by the same Board which conducts the ordinary S.S.C. examination and the Higher Secondary School Examination viz., the Vidarbha Board of Secondary Education and this fact imparts a certain measure of dignity and prestige to the certificate.

12. We feel that it is very desirable to extend the scope of such institutions by adding new courses and to make increasing provision for vocational schools of the type referred to above so as to minimise the rush for white-collared professions. It should also be remembered that with the large-scale industrialisation which is taking place, an increasing number of technicians is required and vocational schools of the type are likely to assist in supplying, to some extent, the demand for technicians at the lower levels. At present considerable wastage is noticeable in academic courses and educated unemployment and underemployment are on the increase and it is desirable that the rush towards academic courses should be minimised if not altogether halted. If the products of vocational courses such as those

available in Vidarbha are absorbed in industry, the rush for academic courses and the consequential danger of educated unemployment will be considerably reduced. A measure of this nature will also ease to some extent the pressure on multipurpose and higher secondary schools.

13. We may add that the Department of Technical Education in the Bombay State has approved of courses in Engineering and Technology and also in tailoring and needle craft, embroidery, hand-spinning and weaving, leather work, metal work, cane work, bamboo work, etc., and has recognised a number of institutions throughout the State for conducting such courses. Admission to such courses is available to candidates who have passed in some cases Std. IV and in other cases Std. VII or higher standards. It should not be difficult to upgrade some of these institutions so as to bring them into line with the vocational high schools in Vidarbha and to provide for the final examination to be conducted by the S.S.C. Examination Board or any other body which may replace it so that the certificates awarded should have a certain measure of dignity and prestige attached to them.

14. It is, however, of the utmost importance that boys leaving vocational schools should get employed and should not swell the ranks of the unemployed. For this purpose steps need to be taken to establish a liaison with the industry which should be kept fully informed of the courses provided in such schools, the nature of the training, the provision for practical experience and the type of jobs for which those finishing the courses are suitable.

RECOMMENDATION 123

We recommend that Government should adopt the policy of establishing a large number of vocational high schools of the Vidarbha pattern throughout the State and also encourage private enterprise to start such schools by providing suitable incentives by means of liberal initial grants on equipment, buildings etc., and also by giving a higher percentage of the expenditure as maintenance grant.

RECOMMENDATION 124

We also recommend that steps be taken to establish a liaison with the industry so as to ensure the absorption of boys finishing the vocational courses in the public and private sectors.

Nomenclature of different types of schools

15. We notice that there is at present no uniformity in the nomenclature of schools of the various types and we consider it desirable that schools of the various types should be defined so that there may be no misunderstanding in the matter.

RECOMMENDATION 125

We recommended that—

(1) *schools providing course in general education leading to the S.S.C. Examination at the end of Std. X (so long as such an examination is retained), be called "High Schools". Such schools may provide instruction in any standards between Stds. V and X ;*

(2) *schools providing instruction in three languages and three core subjects along with any one of the diversified courses leading to the Higher Secondary Examination at the end of Std. XI be called "Higher Secondary Schools" (Humanities, Agriculture, Commerce etc., as the case may be) ;*

(3) *higher secondary schools providing instruction in two or more diversified courses leading to the Higher Secondary Examination at the end of Std. XI be called "Multi-purpose Schools" ;*

(4) *schools providing instruction in vocational courses with some general education leading to the S.S.C. Examination at the end of Std. XI be called "Senior Vocational High Schools". The certificate awarded at the end of the course in such schools should qualify for admission to a polytechnic institute but not to the University ;*

(5) *other vocational schools of the lower type be called "Junior Vocational Schools".*



सत्यमेव जयते

CHAPTER XII

TRAINING OF TEACHERS

However well-planned our curricula and syllabi might be and however well-equipped the educational institutions, the teacher will continue to hold a pivotal position in school education. In the absence of an efficient programme of teacher training, therefore, any scheme of educational advancement is not likely to be successful.

Existing facilities for teacher training

2 From the organisational and academic points of view, teacher training at the secondary level, in the reorganised Bombay State may be said to have two levels :

- A. the graduate level, and
- B. the undergraduate level.

A. At the graduate level, secondary teachers are trained for :—

- (i) B. T. or B.Ed. Degree (regular),
- (ii) B.T. Degree (Short Term),
- (iii) B.T. Degree (Basic), and
- (iv) Diploma in Education (D. Ed.) of Graduates' Basic Training Centres.

(i) *B.T. or B.Ed. Degree (regular).*—The following twelve institutions, in the re-organised Bombay State prepare students for the B.T. or B.Ed. Degree :—

1. Ramba Training College, Porbunder ;
2. A. G. Teachers College, Ahmedabad ;
3. Faculty of Education and Psychology, Baroda ;
4. Secondary Training College, Bombay ;
5. St. Xavier's Institute of Education, Bombay ;
6. Tilak College of Education, Poona ;
7. D. A. V. College of Education, Sholapur ;
8. Rayat Shikshan Sanstha's S. T. College, Satara ;
9. S. M. T. T. College, Kolhapur ;
10. University Training College, Nagpur ;
11. Government B.T. College, Akola ; and
12. B.Ed. College, Aurangabad.

Besides the above named institutions, the S. N. D. T. Women's University also prepares women students for its B.T. Degree.

It will thus be seen that there are eight institutions in the old Bombay State, two in Vidarbha, and one each in Saurashtra and Marathwada for training graduate teachers for the B.Ed. or B.T. degree course. The terms and conditions for the degree course at different universities are practically uniform.

During 1956-57, 1247 teachers (graduates) were under training in the old Bombay State, 47 in Saurashtra, 307 in Vidarbha and 44 in Marathwada (*vide* Appendix P).

(ii) *B.T. (Short Term)*.—Besides a regular B.T. Course, the University Training College, Nagpur, provides for a short B.T. Course of six months' duration for graduates (about 35 every year) who hold the Diploma in Training awarded by the Nagpur University. This course is conducted twice a year.

(iii) *B.T. (Basic)*.—The Government Post-Graduate Basic Training College, Amravati, admits only, trained graduate teachers (about 20 every year) for the Basic Course, at the end of which the B.T. (Basic) Degree is awarded by the Nagpur University to successful candidates.

(iv) *Diploma in Education (D.Ed.)*.—Besides the Government Post-Graduate Basic Training College, Amravati, there are four Graduates' Basic Training Centres that train teachers for the Diploma in Education. Of these the centre at Gargoti is a non-Government institution, whereas the Centres at Dhulia, Rajpipla and Forbunder are Government institutions.

The syllabus prescribed for the Graduates' Basic Training Centres comprises Basic as well as non-Basic subjects. After the completion of the course which extends over one academic year, the Department of Education holds an examination. Successful candidates are preferred for employment in Primary Training Colleges or as Assistant Deputy Educational Inspectors.

B. At the under-graduate level, secondary teachers receive training for—

- (i) Secondary Teachers' Certificate (S.T.C.);
- (ii) Teachers' Diploma (T.D.);
- (iii) Diploma in Training (Dip. T.); and
- (iv) Basic Training Diploma.

(i) *Secondary Teachers' Certificate (S.T.C.)*.—The Secondary Teachers' Certificate Examination was instituted by the Department of Education, Bombay, in 1899, and is still being held. It is a notable feature that though the Department of Education instituted the S.T.C. Examination as a first step in the direction of the training of secondary teachers, it did not start any institution for the purpose.

(G.C.P.) L-B Na 1177-16a

The review of Education in the Bombay State observes as under on this point :

"It is worthy of note that, inspite of the organisation of a large number of training institutions and courses for graduate and under-graduate or matriculate teachers during the present century, this examination has not lost its popularity and is still being availed of by a large number of teachers"

The reasons for the popularity of the S.T.C. Examination are evident. The examination can be taken by candidates even if they are employed without having to put in full time attendance as in the case of such examinations as the T. D. which is a full time course under some of the Universities.

Though, primarily, the S.T.C. Examination was meant for under-graduate secondary teachers, a large number of graduate teachers who are unable to go in for a teaching degree, take it every year.

Secondary teachers from Vidarbha and Marathwada have been appearing for this Examination, with effect from 1958. From 1959, the S.T.C. Examination of the Bombay State has replaced the S.T.C. Examination of the old Saurashtra State.

(ii) *Teachers' Diploma (T.D.)*.—Most of the Universities, in the State, have instituted the Teachers' Diploma for training under-graduate teachers. At one time candidates preparing the Teachers' Diploma were required to attend a full-time course, extending over two academic terms. Some universities have now made it a part-time course, though the condition of keeping two terms (65 days' attendance, in each term) continues. Because of this condition, perhaps, the T.D. classes do not attract as large a number of candidates as the S.T.C. classes.

(iii) *Diploma in Training (Dip. T.)*.—The following three institutions prepare under-graduate teachers for the Dip. T. :—

- (1) University Training College, Nagpur ;
- (2) Government Diploma Training Institute for Men, Amravati ;
- (3) Government Diploma Training Institute for Women, Amravati.

The course extends over two years, and each of the abovementioned institutions, admit about 60 candidates to its First Year Class.

(iv) *Basic Training Diploma*.—In Marathwada, there are 5 Basic Training Colleges for under-graduate secondary teachers, providing a course of instruction extending over two years.

Besides the training facilities described so far, there exists provision for the training of Hindi Teachers, Drawing Teachers and teachers of Physical Education.

The training of Hindi teachers for Secondary Schools is provided by private agencies and associations which prepare candidates for the Junior and Senior Hindi Shikshak Sanad Examinations, instituted by the Department of Education.

The Junior Hindi Shikshak Sanad course extends over four months, while the Senior Hindi Shikshak Sanad Course is of about eight months' duration.

In 1956-57 there were 29 institutions that prepared candidates for the Junior and Senior Hindi Shikshak Sanad Examinations. Of these some were for men teachers only, some for women teachers only and the rest were of a mixed character. The total number of students in these institutions was 827.

In 1956-57, there were three Drawing Teachers' Training Institutions in the State. They were (i) the Department of Teacher Training, attached to the Sir J. J. School of Art, Bombay, (ii) Chitrakala Shikshak Shikshanalaya, attached to the Abhinava Kala Vidyalaya, Poona, and (iii) the Drawing Teachers' Training Class, attached to the Sheth C. N. Vidyavihar, Ahmedabad. The duration of the course in each of these institutions extends over one academic year. The total number of students in these institutions, on 31st March 1957, was 124.

On a recommendation made by the first Physical Education Committee (1937), the Training Institute for Physical Education was started at Kandivli, by the Department of Education, in 1938. It is a residential institution with accommodation for 100 trainees and charges no tuition fee. The principal course which it conducts is for the Diploma in Physical Education. The duration of the course is one year and it is open only to graduates of recognised universities.

Later, to increase the out-put, Short Term Courses of three months' duration for teachers of Secondary Schools were also organised at the Training Institute for Physical Education and two other institutions [(i) Gujarat Vyayam Pracharak Mandal, Ahmedabad, and (ii) Maharashtra Mandal, Poona], in the State.

The Physical Education Committee (1945-46) recommended that a certificate course in Physical Education open to under-graduates should be instituted in order to obtain younger persons for training. The duration of the course was to be one year and it was to lay emphasis on the practical rather than the theoretical aspect of Physical Education. Government accepted this recommendation and declared that private institutions satisfying the prescribed conditions would be recognised for conducting this course and that they would be given a grant-in-aid at 50 per cent. of the approved expenditure incurred by them. Several institutions, all over the State, sprang

up to prepare candidates for this Certificate course. It may be noted here that most of such institutions undertake to train candidates simultaneously for the C. P. Ed. and S.T.C. courses.

Financial assistance to teachers during period of training

1. Old Bombay State

3. In the old Bombay State, it has been a practice to depute some Government teachers for training on full pay, and some without any pay whatsoever, treating the period of training, in this case, as leave without pay. However, Government teachers of both these categories are not required to pay any tuition fee, while others have to pay the fees.

Non-Government teachers generally are not paid anything by their schools or Managements, during the period of training.

In Government training institutions every year, student teachers are awarded stipends (25 per cent. of the total strength) of the value of Rs. 40 p.m. at Bombay and Rs. 30 p.m. at Kolhapur, and also 5 per cent. freeships. Examination fees are required to be paid by the trainees. In non-Government institutions no such stipends exists.

2. Marathwada

4. As per procedure laid down by the ex-Hyderabad Government, teachers from Government secondary schools are deputed for training on study leave on half pay.

Teachers from non-Government Secondary schools continue to receive one-half of their salary for the period of training from the Management of their schools.

The expenditure on account of tuition fees, examination fees, etc. is borne by the Government, in the case of teachers deputed from Government schools. Teachers belonging to non-Government schools are required to bear this expenditure themselves.

3. Vidarbha

5. Government teachers do not receive any pay during the period of training. The reason assigned for this fact is that such teachers are treated as temporary on account of their being untrained. Teachers deputed by non-Government schools receive Rs. 30 p.m. as deputation allowance from their Managements, in lieu of pay.

The Government pays a stipend of Rs. 50 per month to every trainee admitted to a Government B.T. College, and a stipend of Rs. 35 per month to every trainee admitted to a Government Dip. T. Institute.

Government colleges do not charge any tuition fee. However, examination fees are required to be paid by the trainees.

4. Saurashtra

6. About 30 Government teachers are deputed to the Graduates Basic Training Centre at Porbunder every year. They are paid full salary by Government during the period of training.

In the case of Government teachers who join the Ramba Training College, Porbunder, Government bears the cost of Tuition and Examination fees. Other trainees have to bear the whole cost of their training.

5. Kutch

7. This region has had no teacher training facilities, as far as secondary teachers are concerned.

Appraisal of the existing situation

8. The existing programmes of teacher training seem to be far from satisfactory.

The Report of the International Team says (pages 28-29) :

"In our opinion the improvement of existing teacher training programmes deserves high priority in all plans of education. Over and above the fact that there is inadequate provision for teacher training, the main defects in the existing system of teacher training appear to be :—

(i) lack of integration in programmes of training teachers for different levels ;

(ii) insufficient co-ordination between the work done in training institutions and the schools ;

(iii) inadequate conception of the role of training institutions for different levels and consequent inadequate staffing and equipment ;

(iv) the domination of an external examination and its cramping effect on training programme ;

(v) inadequate provision for the training of certain types of teachers, viz. of Indian languages, of technical and other special subjects such as Agriculture, Home Science and commercial subjects ; of craft ; of art and music ; of physical education".

To the defects enumerated above we must add the following :—

(1) The teacher training facilities are not distributed uniformly all over the State ;

(2) Teacher training institutions have not kept pace with the increase in the number of pupils and schools ;

(3) There have not been enough incentives for secondary teachers to get themselves trained.

1. *Marathwada*

9. The total number of teachers in secondary schools in Marathwada during 1956-67 was 2,352 of whom 320 were women. Out of these, the number of graduate teachers was 673—604 being men and 69 being women. The number of trained graduates, i.e. those holding B.Ed. or B.T. Degrees was 314—275 being men and 39 women.

2. *Saurashtra*

10. The total number of teachers in secondary schools in Saurashtra during 1956-57 was 2,753 of whom 377 were women. The total number of trained teachers was 975 of whom 145 were women. The total number of graduate teachers was 984 including 125 women. The number of trained graduates (B.A., B.T.) was 155 of whom 19 were women.

3. *Kutch*

11. There were no teacher training institutions. Secondary teachers could take only the S.T.C. Examination.

4. *Vidarbha*

12. The total number of teachers in secondary schools during the year 1956-57 was 6,311 and the total number of trained teachers was 2,288. The number of graduates was 2,457 of whom 2,095 were men and 362 were women.

5. *The old Bombay State*

13. In Greater Bombay, about 43 per cent. of the teachers in secondary schools were trained graduates. In the 26 Marathi districts of the State, the percentage of trained graduates to the total number of teachers was 28. (40 per cent. in the 13 Marathi districts of the old Bombay State, 18 per cent. in Vidarbha and 14 per cent. in Marathwada). In the 16 Gujarati districts, the percentage of trained graduates to the total number of teachers was 27. (32 per cent. in the 10 Gujarati districts of the old Bombay State, 14 per cent. in Saurashtra and 16 per cent. in Kutch).

14. Taking into consideration the limited out put of trained teachers from the existing teacher training institutions, our first concern is to widen the teacher training facilities. Due to organisational difficulties, it may not be possible for all the existing teacher training institutions to increase their annual in-take of student-teachers. But some of them are capable of increasing their training facilities.

RECOMMENDATION 126

We, therefore, recommend that such teacher training institutions as can increase their annual in-take of student-teachers should be encouraged by Government to do so.

15. We further feel that this step alone will not remedy the situation. There is need for more teacher training institutions, especially in those regions where their number is very small.

RECOMMENDATION 127

We, therefore, recommend that more private agencies be encouraged to start teacher training institutions for secondary teachers.

16. From the evidence of witnesses who appeared before us, it is clear that lack of financial assistance is the chief impediment that discourages secondary teachers from undergoing a course of training. Considering that most of them are persons with families undertaking a course of training without any financial help is a hardship. In such circumstances, they are also not in a position to derive the maximum benefit from the training is a misfortune for them. To ameliorate the lot of secondary teachers, we recommend that training at all training institutions should be free. Running a teacher training institution is not a money earning proposition and since the training of teachers should be a responsibility of Government.

RECOMMENDATION 128

We recommend that not only should Government reimburse the tuition fee at the rate of Rs. 120 per term per student-teacher but in addition should also give a grant at 60 per cent. of the admitted expenditure to a teacher training institution subject to the limit of the net deficit.

As an incentive to secondary teachers to get themselves trained we further recommend that :

RECOMMENDATION 129

(i) *All permanent teachers deputed by their Managements should be paid at 2/3rds of their salary during the period of training one half of this expenditure being borne by Government and the other half by the Management. The Management's share should be admissible for grant-in-aid. In return for this assistance the trainees should give an undertaking to serve their schools for a minimum period of 5 years.*

(ii) All non-permanent teachers with two or more years' service should be paid a stipend (Rs. 50 per month in Bombay and Rs. 40 per month in the mofussil) by Government. The trainees should be required to serve in a recognised school for a minimum period of 3 years. In default of this condition they should be required to refund the amount of the stipend.

(iii) A refresher (one not in employ) receiving free training should execute a bond to serve, in a recognised school for a minimum period of two years; in default of this condition, he/she should be required to pay the amount of Rs. 250 to the college concerned.

17. At present our teacher training institutions impart only a sort of pre-service training. No attempt is made to arrange for programmes of in-service training. The result is that, in course of time, they get fossilized and stale. To keep the teachers acquainted with the latest developments in education, some efforts in the direction of in-service training is necessary.

RECOMMENDATION 130

We recommend that from time to time teacher training institutions should hold (i) refresher courses, (ii) short intensive courses in special subjects, (iii) practical training courses in workshop technique, and (iv) seminars and professional conference for the benefit of trained teachers.

18. The evidence before us shows that the present S.T.C. training is superficial, slipshod and haphazard. To make it really useful.

RECOMMENDATION 131

We recommend that the S.T.C course should be a full-time course of one year's duration, and to make it more efficient.

RECOMMENDATION 132

We further recommend that in future S.T.C Classes should be attached to existing teacher training institutions or to secondary schools or higher secondary schools, in continuation of Standard X or XI as the case may be.

The S.T.C. Course by its nature and structure is meant only for undergraduate teachers, though, every year, more and more graduate teachers are taking the examination. This trend is not conducive to the development of a proper professional out-look on the part of graduate teachers.

RECOMMENDATION 133

We, therefore, recommend that, in future, graduate teachers should not be allowed to take the S.T.C. Examination which should be exclusively meant for under-graduate teachers.

19. So far as the teaching of English and Hindi is concerned, we have a paucity of trained teachers and if the teaching of English were to begin from Standard V even on an optional basis as recommended by us, the need for such trained teachers would increase further. Suitably qualified persons for teaching are not likely to be available and if graduate teachers are employed, the cost will be excessive. It will, therefore, be necessary to utilise as many persons who have passed the S.S.C. Examination with English, as are available. We tried to collect figures about primary teachers already employed by School Boards who have passed the S.S.C. Examination with English and we find that in the old Bombay State there are 8,200 such teachers, in Marathwada 3 360 and in Saurashtra and Kutch 6,007 and in Vidarbha 2,200. Many out of these teachers are likely to be those who have learnt English for four years only for the S.S.C. Examination. If these teachers are put through a course of special training in English, a part of our requirements will be met. Government have made Hindi compulsory in Standards V—VII but adequately qualified teachers are not available in sufficient numbers to teach Hindi. If a special combined course for training in English and/or Hindi is organised, it will be possible to meet the demand to a certain extent.

RECOMMENDATION 134

We, therefore, recommend that primary teachers who have passed the S.S.C. or the Matric Examination with English and/or Hindi be put through a special course of one year's duration in the teaching of English and/or Hindi. The final details of such a course should be settled by the Department. This course should also be available to teachers in secondary schools.

20. The number of Multi-purpose schools have been increasing in our State, every year. Among other subjects, every Multi-purpose School has one or more of the following practical subjects :—

- (i) Technical subjects ;
- (ii) Commercial subjects ;
- (iii) Agriculture ;
- (iv) Fine Arts ;
- (v) Home Science.

If a phased programme is introduced, more Multi-purpose Schools with a greater number of diversified courses will come into existence.

At present the teachers of above-mentioned practical subjects of the diversified courses are as a rule untrained. Their professional training will pose a problem, in the near future.

We understand that the Department of Education has started Short Term Courses at Bombay and Kolhapur for the benefit of teachers of Multipurpose Schools, in charge of teaching practical subjects. Under the Second Five-Year Plan, the Secondary Training Colleges, Bombay, has been assigned courses in Technical subjects, Commerce and Home Science whereas the S.M.T.T. College, Kolhapur, has been assigned courses in Commerce, Agriculture and Fine Arts.

Taking into consideration the need for trained personnel for Multipurpose Schools, what has been done is not enough.

RECOMMENDATION 135

We recommend that the programme of training of teachers of practical subjects of diversified courses should be taken up on a permanent basis and the facilities for such training should be multiplied.

To give sufficient incentive to teachers of practical subjects to undergo training,

RECOMMENDATION 136

We recommend that trainees joining such courses should be paid a monthly stipend (Rs. 50 p.m. in Bombay, and Rs. 40 p.m. in the mofussil) by Government, in addition to their salaries which should be paid by Government, in case of Government teachers, and by Managements, in the case of non-Government teachers. (The share of the Management should be admissible for grant-in-aid).

CHAPTER XIII

REVISION OF THE GRANT-IN-AID CODE

The rules of the Grant-in-aid Code are different in the old and new regions of the State. In Saurashtra the revised Grant-in-aid Code has been in force from 1st April 1954. In Vidarbha there is the School Code approved by the Board of Secondary Education since 1951 and in Marathwada the schools are governed by the revised rules of the Hyderabad Grant-in-aid Code which came into force in 1952. In the old Bombay State the revised Grant-in-aid Code came into force in 1957. Although most of the regions have their own codes and the rules and regulations under them, there are many provisions which are common to all of them. However, there are slight differences in minor details. The Bombay grant-in-aid Code is more comprehensive and covers practically all the aspects connected with the recognition of schools, the service conditions of teachers and other matters related to the administration of secondary schools. We have, therefore, taken the Bombay Grant-in-aid Code as the basis and suggested modifications therein after a careful consideration of the rules prevalent in the other regions of the State. The recommendations that follow in this Chapter refer to the Sections and Rules of the "Grant-in-aid Code for Schools and Colleges (Revised)" of the Government of Bombay published in 1957.

Introductory Note to the Grant-in-aid Code

The introductory Note to the Grant-in-aid Code should contain, as in the case of the previous Grant-in-aid Code, the quotation from the Despatch of 1859, which explains in some detail the idea underlying the system of Grant-in-aid.

CHAPTER I—DEFINITIONS.

(8) Definitions of Senior and Junior Vocational Schools and other schools as recommended by this Committee (*vide* Chapter XI) should be included.

(9) The age limit for admission to the Night Secondary Schools should be raised from 12 to 15 years. (Night schools should be meant for adults only).

After definition (9), suitable definitions of Lok Shalas in Saurashtra and post-basic schools be included.

(19) The definition of the "Head" should be recast as follows :—

"The Head of an institution means a person who is appointed as Head Master, Head Mistress, Principal etc. of an institution by the Management, irrespective of the designation given to him."

CHAPTER II—SECONDARY SCHOOLS.

SECTION I

RULES OF RECOGNITION

Rule 5—Opening of Higher Standards.

(b) Previous permission of the Educational Inspector, the Inspectress of Girls Schools or the Director of Technical Education, as the case may be, need not be insisted on. The rule should therefore, be suitably modified.

Rule 6—Maximum number of pupils in different Standards.

The maximum strength of each class should be as follows:—

Standards V—VII—36.

Standards VIII—IX—40.

Standard X in a Higher secondary school—40.

Standard X in a secondary school i.e., the S.S.C. Class—36.

Standard XI in a higher secondary school i.e. the H.S.C. Class—36.

Note.—The final class preparing pupils for the S.S.C. or H.S.C. Examination usually gets a shorter academic year owing to examinations being held early. Also more individual attention needs to be given to the pupils to give finishing touches to their studies. The number of pupils in these classes should be strictly limited as shown above. Clause 6 (b), therefore, should be deleted.

Clause (d)—The number of pupils under this clause should be limited to 2 per class.

An additional clause providing for a minimum number of pupils should be included under this rule. The minimum number should be half of the maximum number laid down above. The limit may be lowered to 10 in the case of the following types of schools for a reasonable period e.g., 5 years:—

- (a) Rural schools.
- (b) Girls' schools.
- (c) Newly established schools.

A new Rule should be included in this section, giving effect to the following suggestions:—

The maximum number of divisions per standard may not ordinarily exceed 4.

The maximum number of pupils in a secondary school should not exceed 1100.

Rule 7—*Channel of Correspondence.*

The Head of each recognised secondary school should be the person to act as a correspondent with the Department.

Rule 9—*Refusal of Recognition.*

Provision should be made in the rule to communicate the refusal of recognition before the end of March at the latest.

SECTION II**ADMISSIONS AND WITHDRAWALS.****Rule 13—*Application for admission.***

Every application for admission should be made in writing to the Head of the school by the parent or guardian of the candidate.

Rule 18—*Period of admission.*

Admission to schools after the prescribed period may also be allowed in the case of a "change of residence" in large cities and towns.

In the case of late admission the fee from the beginning of the term shall be paid by the pupil unless the fee for the period before admission has been paid to some other school.

Rule 20—*Admission of girls to boys schools.*

Clause (i) requiring parents to declare in writing their wish to send their wards to a boys' school should be deleted.

Rule 21—*Admissions from other States.*

Head Masters should be allowed to admit provisionally pupils from other States pending the receipt of a Leaving Certificate countersigned by the Inspector of Schools in such State.

The question of giving or not giving a test to such pupils should be left to the discretion of the Head Master.

Note.—The Education Department should supply each recognised secondary school with a statement fixing equivalence of standards in different States.

Rule 22—*Admission of pupils to higher standards.*

This rule regarding accelerated promotions should be modified as below :—

The pupil should be examined in the studies of the standard which he would have normally completed (i) on the basis of one year one standard from leaving the last recognised school in the case of pupils

who had attended some recognised school (Primary or Secondary) previously and (ii) on the basis of one year one standard, taking the age of 5 + for admission to a primary school as the basis for calculation in respect of pupils who have not attended any recognised school at all.

Rule 23—Admissions from unrecognised schools.

In clause (ii) the reference to a Justice of Peace and an Honorary Magistrate should be deleted.

At the end of clause (ii) the following N.B. should be added :—

N.B.—The standard in the studies of which a pupil is to be examined would be that which he would have normally completed on the basis of one year one standard, taking the age of 5 + as the age of admission to a primary school as the basis for calculation.

At the end of clause (iv) a proviso should be added requiring the schools to preserve the affidavits and letters of confirmation from the Educational Inspector along with the Leaving Certificates, if any.

An additional clause in this rule should be inserted to the following effect :—

If the candidate appears for the annual examination of the school, a fee equal to the monthly fee should be charged as examination fee. But if a special examination is to be held for him, an additional fee equal to the monthly fee of the standard for which the pupil is to be examined, should be charged.

Rule 24—Entry of Birthdate.

The following paragraph should be added to this rule :

Applications for a change in the birthdate, caste etc., will be entertained only on behalf of pupils who are attending schools.

Rule 26—Application for Leaving Certificate.

The application should invariably be in writing and not “in person.”

Rule 28—Refusal to issue a Leaving Certificate.

This rule should be so modified as to make it applicable to those cases where Leaving Certificates are demanded for the first time. In the case of applications for the issue of a duplicate copy of the Leaving Certificate the following rule should apply :—

(b) In the case of requests for duplicate copies of Leaving Certificates once issued, the guardian should be asked to state in writing what happened to the original certificate and why a duplicate copy is required. If the Head is not satisfied with the adequacy of the reasons, he may ask the parent/guardian to make an affidavit before a stipendiary magistrate.

The word "penal" occurring in this clause and in other subsequent clauses i.e., 54, 74 (2) and 74 (9), should be deleted.

Rule 29—*Fees to be charged for Leaving Certificates or other Certificates.*

The period for the issue of a Leaving Certificate without charging fees should be reduced from two years to six months.

Rule 30—*Validity of a Leaving Certificate.*

In the absence of the Head Master, the Leaving Certificate may be signed by supervisor or a senior teacher authorised by the management in that behalf.

Rule 33—*Admission to a Vocational High School from ordinary schools.*

The Educational Inspector may be authorised to permit migration to Standards IX and X instead of Standard IX only in the existing rule.

SECTION III

EXAMINATIONS AND PROMOTIONS

Rule 36—*Promotions.*

This rule should be changed as follows :—

Promotions from one standard to another should be made at the end of the school year according to a scheme of promotions prepared by the school on the general lines suggested by the Education Department and approved by the Educational Inspector.

Rule 38—*Retarded and backward pupils.*

The first sentence of the clause should be changed as follows :—

Managements of schools may arrange for special instruction for, backward or retarded pupils or those requiring special attention of their own school, who are unable to cope with the day-to-day work in the class and inform the Educational Inspector/Inspectress of Girls' Schools/Director of Technical Education with necessary particulars about the number of pupils, rate of fees charged, the names of teachers working in the class, the remuneration paid to each and other expenditure for the class, if any.

The number of pupils in such special classes should not exceed 15 per class.

SECTION IV

CURRICULUM AND TEXT BOOKS

Rule 43—*Home-work.*

The last two sentences prescribing the number of hours of home-work for different standards should be deleted.

(G.C.P.) L-B Na 1177-17

SECTION V

HEALTH OF SCHOOL CHILDREN**Rule 45—Medical Inspection.**

Clause (a) should be recast as follows :—

The routine medical examination of pupils should be held on entry into a secondary school and thereafter at least every alternate year.

Clause (d) should be deleted but provision for the supply of the record of medical examination, on an application to that effect from the parent or the guardian, should be made.

Clause (e) should be recast as follows :

A record of the medical examination of every pupil should be maintained generally on the lines prescribed by the Education Department.

SECTION VI

FEEs, FREE-STUDENTSHIPS, ETC.

The rules in this section should be recast in the light of the Recommendations made in Chapter VII of this Report.

SECTION VII

SCHOOL TERMS, HOLIDAYS AND SCHOOL HOURS

The rules in this Section should be suitably modified to give effect to the following suggestions :

The first school term should start before winter and the second before the rainy season. The actual months and dates may be fixed according to local climatic conditions.

The opening dates of the school terms should be the same in a locality but the closing dates may vary according to the plan of each school.

The total number of working days including instructional days, examinations, local excursions, camps, extra-curricular activities, etc., should be 240. Out of these, clear instructional full days should be 200. The implementation of the circulars of the Education Department regarding the celebration of occasional festivals should be subject to the condition that the number of instructional days i.e., 200 is not reduced.

Schools may be allowed to work for 5 days in a week with a mid-week break, provided that 200 instructional days and 240 working days are secured. Single holidays may be so adjusted as to ensure five working days every week.

Ordinarily not more than one holiday may be given in a week.

The shift system

The following conditions should regulate the grant of permission in the case of schools meeting in shifts :—

(i) There should be an independent and full-time staff for each shift, except in the case of teachers of special subjects who may not be working full-time.

(ii) There should be a separate Head Master for each shift, or if this is not feasible, there should be a separate Assistant Head Master.

(iii) All out-door work, such as games etc., for the morning shift may be done in the morning periods and all out-door work in the afternoon shift may be done in the evening periods.

(iv) The morning shift should be held from 7 a.m. to 12-15 p.m., restricted to the lower classes as far as possible (Standards V to VII) and the afternoon shift should be held from 12-30 p.m. to 6 p.m.

SECTION VIII

PRINCIPLES OF DISCIPLINE

Rule 53—*Principles of Discipline.*

Clause (vii) of this rule should be modified as follows :—

“(vii) Any pupil who is persistently insubordinate or is repeatedly or wilfully mischievous or is guilty of gross malpractice in connection with examinations or who, in the opinion of the Head Master, has an unwholesome influence on his fellow pupils may be removed from the roll after a full inquiry, the findings of which should be recorded in writing. The matter should be reported to the Educational Inspector within two days of the removal with the name(s) of the pupil(s) removed together with full details of the reasons for the action taken. The removal may be temporary or permanent according to the gravity of the offence.”

Rule 58—*Appointment of Head Masters.*

The following modifications should be made in this rule :—

(a) The period of probation of the Head Master should not exceed two years.

(b) The approval of the Educational Inspector should not be necessary for confirming the Head Master but if the Educational Inspector has any objection to his continuance in the post, he should communicate that objection to the management within one year of the Head Master's appointment.

(c) The Head Master should be a trained graduate with at least five years' experience of teaching after training. In case of non-availability of eligible persons, the condition about the period

of post-training experience may be relaxed by the Educational Inspector.

(d) The following words from rule 58 should be deleted :—

“and unless the senior-most of the staff is unsuitable for the Head Master's post due to tangible reasons, his claims should not be set aside”.

Rule 60—Appointment of two heads.

This rule should be modified as below :—

Managements of schools with more than 15 classes may appoint an Assistant Head Master to assist the Head Master in his administrative and supervisory duties.

Rule 61—Appointment of Supervisors.

The following modifications in this rule are suggested :—

(a) The appointment of supervisors for a school with more than seven classes should be allowed.

(b) For schools with more than seven classes, a Supervisor for each unit of seven classes or part thereof (excluding the first seven classes) should be allowed.

(c) Every Supervisor should necessarily be a trained graduate.

(d) If there is an Assistant Head Master, the number of Supervisors should be reduced by one.

(e) While appointing Supervisors the claims of senior teachers with qualifications should be given due consideration.

SECTION X

CONDITIONS OF SERVICE

A new clause should be inserted in this Section, providing for the inclusion of the Head Master (or Head Masters) on the Staff Selection Committee or other agency entrusted with the work of appointing new teachers.

Rule 65—Categories of teachers.

The references to written warnings in clause (iii) should be deleted.

Rule 67—Provident Fund.

The Triple Benefit Scheme providing for Pension-cum-Provident Fund-cum-Insurance, recommended by the Secondary Education Commission should be accepted with such modifications as may be considered necessary by the Department.

Rule 70—Hours of work and attendance.

This rule may be modified to include the following suggestions :--

A full-time teacher should be present on the school premises about 15 minutes before the school begins and also 15 minutes after the school is closed.

The average teaching work of a teacher should be 20 hours.

The teaching load may be reasonably reduced by one or two hours in the case of—

(a) Teachers who have to do a large amount of composition correction work e.g., language teachers in the upper classes.

(b) Science teachers who have to prepare for experiments beforehand.

The teaching load may be reasonably increased by one or two hours in the case of—

(a) Teachers of lower standards i.e., V-VII.

(b) Teachers handling very small classes i.e. less than 25.

Rule 72—Leave.

The teaching and non-teaching staff in recognised secondary schools should be held eligible for leave as per rules applicable to similar classes of employees in Government secondary schools.

Rule 74—Termination of employment.

Clause (i) should be modified to include the following after the word 'notice' :—

“or by paying salaries (pay and allowances, if any) for the period of notice in lieu of notice. The notice should not, however, be given during a vacation or so as to cover any part of the vacation.

Clause (2). When the service of a permanent teacher is to be terminated under this clause it should be obligatory upon the management to take the previous permission of the Educational Inspector and convince him of the *bona fides* of the proposed action. The management and the teacher should have a right to appeal to the Divisional Deputy Director of Education concerned against the decisions of the Educational Inspector. The decision of the Divisional Deputy Director of Education shall be final.

Clause (3). It should provide for the appointment of a regular inquiry committee which should include at least 2 members of the Managing Committee and the Head Master.

Clause (8). For each Division, there should be a Tribunal consisting of a Judicial Officer (in service or retired) and two persons not connected with the managements of schools or the Education Department, to hear the appeals of teachers whose services are terminated under clauses (4) and (6) of Rule 74.

Clause (9). This clause should be suitably modified to suit the change in clause (8).

Clause (13) should be amended as follows :—

No teacher shall leave service without giving a calendar month's notice in the case of non-permanent teachers and 3 months' notice in the case of permanent teachers, or such shorter notice as may be accepted by the management in respect of both the categories of teachers. It will be permissible to leave service by paying salary (pay and allowances, if any) for the period of notice (1 or 3 months as the case may be) in lieu of the notice. A non-permanent teacher should *not* give notice during vacation or covering a part of the vacation and if he does so, he shall pay to the school salary (pay and allowances, if any) for the notice period. The notice by a permanent teacher may be given during a vacation or covering a portion of the vacation or within the first fortnight after the vacation.

It will be permissible to give notice during leave period subject to the provisions made above in respect of non-permanent teachers.

Add : Rule 74(14). It is necessary to insert a clause debarring the re-employment of a teacher who is dismissed or removed from service by a school for misconduct for such a period as may be specified by the Director of Education. The following clause should, therefore, be inserted as clause (14) :

"A teacher dismissed or removed from service for misconduct by a school shall not be re-employed by the same school or employed by any other recognised institution for such period as may be specified by the Director of Education provided that the Director is satisfied about the serious nature of the misconduct and has notified accordingly to that effect"

Rule 75—*Application for another post.*

This rule should be amended so as to enable a teacher applying for a post in any other school through the Head Master of his school, to send advance copies of his applications to the party concerned and make a reference to that effect in the application sent through the proper channel.

Rule 77—Submission of representation.

The following sentences should be added at the end of the clause :—

(1) Representations by the Head to the Department shall be similarly routed through the school authority.

(2) The Headmaster/Management shall forward promptly and in any case within seven days, such representations to the authorities to whom they are addressed.

Rule 78—Corporal punishment and political activities.

Rule 78(1) should read as under :—

(i) Corporal punishment shall on no account be inflicted by a teacher in any recognised school or any hostel attached thereto or controlled directly or indirectly by the management of the school.

Rule 79—Superannuation.

The age of superannuation should be raised to 58, but teachers employed in Vidarbha where the age of superannuation is 60, shall continue to enjoy that privilege, but teachers newly appointed should come under the new clause. Extension upto 60 years may be allowed on the production of a certificate of physical fitness from a Registered Medical Practitioner.

Rule 79(10)—The following sentence should be added to clause (10) :—

However, in cases where the period of extension or employment is not specifically stated in the order, teachers shall be entitled to one month's notice or salary (pay and allowances, if any) in lieu of the notice.

SECTION XII**INSPECTION OF SCHOOLS**

Provision should also be made in this section for the grading of schools for the purposes of inspection and grant-in-aid. Schools should be classified into three grades on the basis of their performance in academic efficiency including the efficiency of teaching and the general tone and standard of school work and also on the basis of administrative efficiency and the quality generally of the school plant including buildings, equipment, appliances, teaching aids etc. The ranking should be made on an assessment of the quality of work on the basis of a 20-point scale 10 for academic efficiency and 10 for administrative efficiency. Schools securing 75 per cent. or more points should be placed in grade 'A' and should be inspected only once in three years. Schools securing more than 40 per cent. but less than 75 per cent. points should be included in grade 'B' and

inspected once in two years. Schools securing up to 40 per cent. points should be classified as grade 'C' schools and should be inspected and visited every year. 'A' grade schools should also have reasonable freedom in the matter of the curriculum, time-tables, experimentation, extra curricular activities, etc.

SECTION XIII

GRANT-IN-AID

The rules in this Section should be modified in the light of the recommendations made in this Report in Chapter VI dealing with Grant-in-aid to secondary schools.

We have suggested new designations for some of the educational officers in Chapter IV and the new designations may be adopted, wherever necessary, in the revised code, which may be compiled.



CHAPTER XIV

LEGISLATION

Nature of the Acts in force in the main regions of the State

Secondary education is not at present regulated by an Act in the territory of the old Bombay State, in Saurashtra and Kutch and in Marathwada. In the old M. P. State an Act to provide for the establishment of a Board to regulate secondary education in that State was passed in 1951, and it is known as "the Madhya Pradesh Secondary Education Act, 1951". This Act replaced previous Acts, the first one having been passed in 1922. With the Reorganisation of the States this Board ceased to function with effect from October 27, 1956, and was replaced by two corresponding regional bodies—one for Vidarbha and another for Mahakoshal—which were established by the State Government of the old Madhya Pradesh State. The Board constituted for the Vidarbha region is known as "the Vidarbha Board of Secondary Education". The composition of this Board is governed by section 4 of the Madhya Pradesh Statutory Bodies (Regional Constitution) Act, 1956, and it consists of a Chairman nominated by the State Government and such of the elected and nominated members of the old Board as were retained in the Vidarbha region. This Board is not merely an examining body, but it is empowered, among other things, to direct the inspection of institutions applying for recognition, to recognise institutions for the purposes of admitting them to the privileges of the Board, to prescribe courses of instruction for recognised institutions in such branches of secondary education as it may think fit, to adopt measures to promote the physical, moral and social welfare of students in recognised institutions, to prescribe conditions of their residence and discipline, to organise and provide lectures, demonstrations, educational exhibitions, and to take such other measures as are necessary to promote the standard of secondary education. It will be seen that the powers of the Vidarbha Board of Secondary Education extend beyond those of conducting examinations, and doing things ancillary to this purpose.

2. There is, for the territory of the old Bombay State, the Secondary School Certificate Examination Act, 1948, "for the purpose of holding and conducting an examination at the end of the high school education stage and for prescribing courses of studies for such examination, with a view to equipping pupils for employment, for education in the University and for other cultural purposes". Saurashtra and Kutch come under the purview of this Board, and after the Reorganisation of the States the Higher Secondary Certificate examination in Marathwada is also being conducted by this Board. Some of the multi-purpose schools in Marathwada, which adopted the courses of studies prescribed for the Bombay S.S.C.

Examination, presented their candidates for the latter examination in March and October, 1958. About 110 high schools in Marathwada presented their candidates for the H.S.C. Examination, which was conducted by the Bombay S.S.C. Examination Board according to the syllabus, text books and rules prescribed by the Board of Secondary Education, Hyderabad.

Under the Bombay S.S.C. Examination Act, 1948, the S.S.C. Examination Board has the power to make regulations, providing *inter alia* for the subjects and curricula for the S.S.C. Examination, for prescribing and recommending text books, for admission of candidates to the examination and conditions governing such admissions and for similar matters concerning the examination. It will be seen that this Board, whose jurisdiction extends to the territory of the old Bombay State, Saurashtra, Kutch and Marathwada, is an examining body only. The Board of Secondary Education, Hyderabad, whose jurisdiction prior to the Reorganisation of the States extended to Marathwada also, is a statutory body, with power to advise Government on the whole field of secondary education, with the Director of Education as its Chairman. Its functions mainly are—

- (i) to frame and modify the courses and subjects of study,
- (ii) to prescribe text books, and
- (iii) to conduct the examination at the end of the higher secondary stage.

The regulations made by the Board permit girls to appear privately for the Higher Secondary Certificate examination, but a special concession of this nature is not permissible under the regulations of the Bombay Board, although candidates are allowed to appear as private candidates under certain conditions laid down by the Board.

Other Boards etc. functioning at the State level

3. In addition to the statutory Boards referred to in the foregoing paragraphs, there is the "State Education Council" presided over by the Minister for Education, which has been constituted by the Government of Bombay to serve as a consultative body and to advise Government on matters of educational policy. It is a nominated body on which the following Boards etc. are represented :—

- (1) The Secondary School Certificate Examination Board.
- (2) The State Board of Primary Education.
- (3) The State Board of Secondary Education.
- (4) The State Council of Technical Education.
- (5) The Bombay State Federation of Head Masters' Associations.

Its powers and functions are :—

(i) to advise Government on any educational question which may be referred to it by Government or any of the Boards represented on the Council,

(ii) to co-ordinate the work of the Boards of Education in the State represented on the Council,

(iii) to collect information whenever necessary on matters pertaining to the work of the Council and suggest improvements in any branch of education,

(iv) to constitute, whenever necessary, *ad hoc* Committees to consider any question and to include in any *ad hoc* Committee or authorise the *ad hoc* Committee to co-opt members not being members of the Council, subject to the condition that the number of such additional members shall not exceed the number of members of the Council on the *ad hoc* Committee,

(v) to make rules for the transaction of its business,

and

(vi) to perform such other functions as may be prescribed by Government.

The Bombay Government has constituted the State Advisory Board of Secondary Education to advise Government on the organisation, coordination and expansion of secondary education and the correlation of secondary education with the system of education as a whole and also to advise generally on all important matters relating to secondary education arising out of the day-to-day administration. The constitution of the Board provides for 12 non-official members representing, among others, the Federation of Head Masters' Associations, and of Secondary Teachers' Associations, Statutory Universities, multi-purpose schools, girls' schools, educationists etc. and 8 officials including the Chairman of the Secondary School Certificate Examination Board.

There is also provision for the constitution of a State Board of Primary Education under the Bombay Primary Education Act, 1947, to examine and recommend schemes for the organisation, co-ordination and expansion of Primary education and for the correlation of primary education with the system of education as a whole in the State and to advise Government generally on all matters connected with primary education.

Need for the consolidation of the various Acts in the State

4. It will be seen that at present in the field of Secondary Education there are two statutory bodies in the State, viz., (i) the Bombay S. S. C. Examination Board, constituted under the Bombay S. S. C. Examination Board Act, 1948 and (ii) the Vidarbha Board of

Secondary Education, constituted under the Madhya Pradesh Statutory Bodies (Regional Constitution) Act, 1956. The former is an examining body, while the latter has also powers which affect the administrative functions of the Education Department such as the prescription of courses for secondary schools, the recognition of such schools for the purpose of admitting them to the privileges of the Board, the adoption of measures to promote the physical, moral and social welfare of students in recognised institutions and the prescription of conditions of the residence and discipline of students etc. The Board has the power to recognise an institution for the purpose of admission to its examination, even though the institution may not be recognised by the Department. So far as we have been able to ascertain, in West Bengal an Act called "the West Bengal Secondary Education Act, 1950" is in force "for the regulation, control and development of secondary education in West Bengal". This statutory Board has the necessary administrative, financial and punitive powers. The Vidarbha Board of Secondary Education does not possess such wide powers as those vested in the West Bengal Board, but it has more extensive powers than those possessed by the Bombay Secondary School Certificate Examination Board. The Director of Education, Bombay, has forwarded to us for necessary action copies of certain papers received from the Government of Bombay, which contain remarks of the divisional head in charge of educational administration in Vidarbha on the question of dual control in the matter of the recognition of secondary schools in Vidarbha. It is remarked, "as you know, at present secondary schools in Vidarbha are to be recognised both by the Department of Education and by the Board separately. This dual system results in many difficulties. It will, therefore, be desirable to have only one system of recognition and that also by the Education Department and not by the Board. Or in other words, the system followed by the S. S. C. Examination Board, Poona, viz., that no secondary schools are recognised by the Board unless they are recognised by the State Education Department, is a good one and should be followed. It also removes the necessity for the Board to have any procedure or organisation for inspection work etc. This Board should only be responsible for holding the examinations, framing the syllabuses etc. and whether the schools are properly run or not should be the responsibility of the Education Department. This will be a very desirable system, and it is suggested that you may kindly include this at the time when a new pattern is being evolved". In view of the peculiar position of the Vidarbha Board of Secondary Education, we were careful to sound opinion in Vidarbha as to the desirability of retaining the Board in its present form or in a modified form as a result of the changed conditions. There appeared to us to be a consensus of opinion in Vidarbha on the need to retain the Board in its present form. We have been supplied with a copy of the resolution recently passed by the Board expressing its considered opinion that "the existing regional Boards of Secondary Education

in the present Bombay State do serve the distinct and essential educational needs of the region. By virtue of their autonomous functioning in respect of academic and administrative matters, made possible by statute, they contribute richly to the fashioning of educational institutions of various types demanded, by, and suited to, the soil. They ensure that the curricular contents respond to the environmental needs peculiar to the region. They build up the individuality of the region in respect of the educational tone and cultural atmosphere—and individuality which education as a dynamic and democratic process must cherish. This House, therefore, resolves that nothing should be done which would tend towards disintegration of these well established statutory Boards of secondary education which have built up a sound educational fabric in the region". The Vidarbha Federation of Secondary School Teachers' Associations has also urged the retention of the Board. The various witnesses in Vidarbha, who appeared before us, including the members of the Board, also pressed for the maintenance of the Board in its present form. The member from Vidarbha on our Committee, Shri Deshmukh was also inclined to uphold this view.

5. The desirability of making statutory provision for the control and regulation of secondary education, partially or wholly, has been the subject of prolonged consideration by us. We have also carefully considered the question whether there should be one consolidated Act applicable to the whole State or whether there should be more than one Act, as at present, regulating certain aspects of secondary education. We have also given due consideration to the intensity of feeling in Vidarbha and the representations made in that region about the retention of the Vidarbha Board. We feel that a statutory Board at the State level constitutes an organic part of an integrated and well-knit system of secondary education for the whole State and that two or more independent statutory Boards, with no organic inter-relationship, are not likely to lead to that educational integration and homogeneity which will be in the best interest of the State. We have also gone carefully into the question whether a common statutory Board for the State should have, in addition to functions connected with the conduct of examinations, administrative powers such as those possessed by the Vidarbha Board, and also the much wider administrative, financial and punitive powers similar to those vested in the West Bengal Board. We are firmly of the opinion that the present position, under which educational administration at the secondary stage is regulated in the major part of the State (excluding Vidarbha) by executive orders at the discretion of Government and the Educational Officers appointed by Government, is no longer tenable. It was represented to us, among other things, that the validity of the orders passed by the Department of Education under the Grant-in-aid Code, which has no statutory basis, particularly those imposing penalties, is questionable. It was also argued that in a democratic form of Government

such as we have in the State, secondary education should be controlled and regulated by an Act and by the regulations made thereunder. We recognise the force of these representations. Although, therefore, we consider that, in the not too distant future, it will be necessary and also feasible to control and regulate the whole field of educational administration at the secondary stage by a comprehensive and all-embracing piece of legislation, we feel that it would be expedient, in the present circumstances, to make a beginning, by bringing under statutory control, certain aspects of secondary education only and widening the scope of the legislation in the light of, and to the extent justified by, actual experience over a reasonable period of time. In our composite State there are already two Acts operating in the field of secondary Education—one relating to the Vidarbha Board of Secondary Education and the other controlling the S. S. C. Examination Board of the Bombay State. As a measure of educational integration at the secondary stage, we consider it absolutely essential to consolidate the two Acts, so that certain aspects of educational administration at the secondary stage may be regulated by one comprehensive piece of legislation applicable to the whole State. The old Bombay State is noted for its pioneering traditions in the field of primary education and for attempts made in the State since 1918 for legislating in this field, initially with a view to introducing the principle of compulsion at the primary stage. Since then remarkable progress has been made in the territory of the old Bombay State under the schemes of compulsory primary education introduced from time to time under the provisions of the Bombay Primary Education Act. We feel that advantage should be taken of the present opportunity for educational integration to make a beginning in the matter of legislation at the secondary stage we are aware that, unless a comprehensive piece of legislation is brought forward to regulate private effort in the field of secondary education and to guarantee, under a statutory code, the security of tenure to the teaching staff in secondary schools as well as the payment of statutory grants to non-Government schools, it will be difficult to expect any radical or major changes. We consider, however, that, until the compulsory school leaving age is raised gradually from 11 to 14 under the terms of the Constitution and the limit is further enhanced, it would be wiser, for the time being, to be content with bringing, under Legislative control, certain aspects only of secondary education. In any event, when legislating even on a restricted basis, the Legislature will have an opportunity of raising a discussion on the whole field of secondary education, not only at the initial stage with the necessary Bill is brought forward, but also whenever proposals for amendments to the Act are subsequently placed before the Legislature or when grants are voted. With these objects in view, we make the following proposals which might be the basis for legislation at the secondary stage.

Proposals for Legislation

6. We are of the opinion that steps should be taken to repeal the Bombay S. S. C. Examination Act, 1948, and that portion of the Madhya Pradesh Statutory Bodies (Regional Constitution) Act, 1956, which relates to the Vidarbha Board of Secondary Education and that a consolidated piece of legislation should be brought forward, which should contain, among other things, the following provisions :—

1. *The State Board of Secondary Education.*—We feel that there should be a statutory State Board for Secondary Education (replacing the present advisory Board), which should be the supreme policy making body in the field of Secondary Education. Its functions should include—

- (a) Laying down common policies for secondary education,
- (b) the maintenance of common educational standards,
- (c) the formulation of principles of syllabi and curricula for the entire secondary course (for this purpose the Board may appoint Courses Committees consisting of its own members and representatives of the Divisional Boards taking care to see that each region is adequately represented),
- (d) the prescription of standard requirements for secondary schools,
- (e) determination of general principles underlying the preparation and prescription of text books and prescribing or publishing language text books for the examinations conducted by the Board,
- (f) the appointment of Boards of paper-setters and translators, where necessary, laying down directives for the maintenance of common standards for the final examinations to be held at the end of the secondary course for the whole State, taking care to see that each region is adequately represented on every board,
- (g) the framing of the necessary regulations for the organisation and conduct of final examinations and the admission of students to such examinations,
- (h) to maintain a statistical and research bureau and
- (i) to advise Government on questions concerning secondary education referred to it by Government or on its own initiative.

The State Board may delegate such of its functions, wholly or partly, to the Divisional Boards, as it may consider fit.

As the State Board will be a policy-making body and will be generally responsible for the maintenance of educational standards and also of common standards for the final examinations, it need not concern itself with the details nor with the work of the actual conduct of the examinations, the assessment of scripts

and similar matters, which will be the responsibility of the Divisional Boards, which we are recommending later in this Chapter. The functions that we have suggested for the State Board are merely indicative and not exhaustive, and a detailed schedule of functions may be drawn up, in consultation with the Department, in due course when framing the necessary legislation.

We suggest that the composition of the State Board should be broadly as under :—

- (1) A full-time and paid Chairman, not lower in rank than a Joint Director of Education (the first appointment may be made by Government and the procedure for the subsequent appointments may be settled later);
- (2) The Director of Education or his/her nominee;
- (3) the six Divisional Deputy Directors of Education;
- (4) the Chairman of the State Board of Primary Education;
- (5) one representative of each University in the State;
- (6) one head master of a full-fledged high school (including higher secondary and multi-purpose schools) from each division, to be elected by head masters from among themselves;
- (7) one secondary school teacher from each division, to be elected by such teachers from among themselves;
- (8) one educational expert, to be nominated by Government from each division, among whom at least one shall be a woman;
- (9) one principal of a secondary teachers' training college in the State to be nominated by Government;
- (10) the Director of Technical Education, or his nominee;
- (11) the Director of Agriculture or his nominee;
- (12) the Vocational Guidance Officer;
- (13) the Chief Inspector of Commercial Schools;
- (14) the Dean, Sir J. J. School of Arts, Bombay;
- (15) one representative of the school managements from each division—to be elected from among themselves;
- (16) one representative of the State Education Council.

The Secretary of the Board should be a full-time and paid officer, who should not be lower in rank than a Deputy Director of Education, and who should also be a member of the Board.

For offering advice on regional questions to Government and to the State Board of Education and for conducting public examinations at the final or other stages of Secondary Education, there should be six Divisional Boards of Secondary Education,

2. *Six Divisional Boards of Secondary Education.*—The functions of such Boards shall be—

- (a) to conduct examinations ;
- (b) to appoint examiners, moderators, supervisors, superintendents' etc., for the conduct of the examinations and to declare the results ;
- (c) to admit candidates to the examinations according to the rules made in this behalf by the State Board ;
- (d) to offer advice on regional questions either referred to it by the State Board or by Government or on its own initiative ;
- (e) to maintain a research unit to investigate problems concerning the reform of the examination system ;
- (f) to exercise such functions as may be delegated by the State Board.

The composition of the Divisional Boards shall broadly conform to the following pattern :—

- (1) The Chairman who should be the Divisional Deputy Director of Education of the Division concerned ;
- (2) Three District Educational Officers, including a woman (preferably the Inspectress of the Division) ;
- (3) Five Head Masters of full-fledged high schools in the division (of whom at least one should be the head of a multi-purpose school and another the head of a higher secondary school), to be elected by head-masters from among themselves ;
- (4) Five secondary school teachers in the division—to be elected from among themselves ;
- (5) Three representatives of school managements in the division—to be elected from among themselves ;
- (6) Two educationists—to be nominated by Government ;
- (7) One nominee each of the Director of Agriculture, the Vocational Guidance Officer, the Director of Technical Education, the Chief Inspector of Commercial Schools, and the Dean, Sir J. J. School of Art, Bombay ;
- (8) One head of a secondary teachers' training college in the division—to be nominated by Government ;
- (9) One expert in Home Science—to be nominated by Government ;
- (10) One representative of each of the regional Universities in the division, but if there is only one such University in the Division it should send two representatives ;
- (11) A paid and full-time Secretary who should not be lower in rank than a District Educational Officer.

Practical difficulties in the implementation of the new scheme

7. We are aware that by scrapping a central Board of the nature of the Bombay S. S. C. Examination Board, which conducts examinations for the bulk of the area of the State, serious practical difficulties are likely to be encountered, but we consider that such difficulties are not insurmountable. The work of conducting the S. S. C. Examination in the old Bombay State has become unwieldy and the time has come when the examination work required to be split up division-wise. We have suggested that the State Board should arrange for the setting of common question papers and also for the translation of the common papers into such regional languages as may be necessary to ensure uniformity for the whole State. To supply the manuscripts of the papers for local printing, the question papers will have to be duplicated, and the Regional Boards might be entrusted with this responsibility.

Under this scheme the actual conduct of the examinations, the appointment of examiners, chief moderators, moderators, supervisors, etc. are proposed to be entrusted to the Divisional Boards. With six Boards in the State and a large number of examiners, it may not be easy to maintain a uniform level of assessment in the different subjects as between the divisions. Some difficulty may also be experienced in determining the first three or four top numbers in each subject for the State as a whole for the award of prizes and scholarships etc. For the maintenance of a uniform level of assessment, provision may be made for common meetings of the chief moderators in the subjects concerned in the six divisions, and detailed arrangements may be devised for this purpose, in consultation with the Director of Education and the representatives of the Vidarbha Board and the S. S. C. Examination Board. To determine the first three numbers in each subject it should not be difficult to arrange for a comparative evaluation of the answer scripts of the ten top numbers in each subject in each division. For examination purposes, the State Board should have all residuary powers to be able to act in emergencies, if necessary.

Finance

8. The main income for the proposed Boards will be from examination fees which are levied at Rs. 15 per candidate by the Bombay Board and at Rs. 20 by the Vidarbha Board. The State should determine a common rate of examination fee to be charged in the whole State. The other income is from fees on the sale of mark statements, duplicate copies of certificates and the royalties received on the sale of the Board's publications etc. The whole income should be credited to the funds of the State Board in the first instance, and the State Board should allocate the necessary funds to the divisional Boards according to the annual and supplementary budgets framed by these Boards. For this purpose the budgets of the divisional Boards

will have to be approved by the State Board. The pay and allowances of the staff of the State Board and of the divisional Boards should also be a charge on the revenues received, and the over-all deficit, if any, should be made good by Government by means of grants after the usual audit of accounts.

Prizes and other Awards

9. Prizes, scholarships, etc. which are open to candidates from the whole State should be awarded by the State Board, while such awards as are restricted to candidates from specific regions should be made by the respective divisional Boards. We suggest that Government should take steps to examine the position with regard to the various endowments in consultation with their legal advisers and make such amendments in the rules etc. as may be necessary.

Precautions against mal-practices

10. In a public examination of the size of the S. S. C. Examination for which over a lakh of candidates are registered, mal-practices need to be eliminated by the provision of proper safeguards. In recent years, there is an increasing evidence of mal-practices in connection with public examinations all over the country and it is desirable to tighten up the examination arrangements as far as possible. One of the measures towards this end would be to treat for reasons of security the essential personnel engaged in the actual conduct of the examination such as invigilators, superintendents, supervisors, etc. as "public servants" for such period during each examination season as may be determined by the Chairman of each Divisional Board.

Formation of first regulations etc.

11. The first provisional regulations may be made by Government to enable the Boards to function without delay. Final regulations will be framed by the State Board in due course. Bye-laws for the conduct of business may be framed by each Board.

RECOMMENDATION 137

In the circumstances, we recommend that steps be taken to repeal the Bombay S. S. C. Examination Act, 1948, and if necessary, the relevant portion of the Madhya Pradesh Statutory Bodies (Regional Constitution) Act, 1956, so far as it relates to the Vidarbha Board of Secondary Education.

RECOMMENDATION 138

We recommend that steps be taken to bring forward a legislative measure for the constitution of—

(1) the State Board of Secondary Education whose functions shall include—

(a) laying down common policies for secondary education :

(G.C.P.) L-B Na 1177-184

(b) the maintenance of common educational standards;

(c) the formulation of principles of syllabi and curricula for the entire secondary course (for this purpose the Board may appoint Courses Committees consisting of its own members and representatives of the Divisional Boards taking care to see that each region is adequately represented);

(d) the prescription of standard requirements for secondary schools;

(e) determination of general principles underlying the preparation and prescription of text books and prescribing or publishing language text books for the examinations conducted by the Board;

(f) the appointment of Boards of paper-setters and translators, where necessary, laying down directives for the maintenance of common standards for the final examinations to be held at the end of the secondary course for the whole State, taking care to see that each region is adequately represented on every board;

(g) the framing of the necessary regulations for the organisation and conduct of final examinations and the admission of students to such examinations;

(h) to maintain a statistical and research bureau; and

(i) to advise Government on questions concerning secondary education referred to it by Government or on its own initiative.

The composition of the Board shall be broadly as under:—

(1) A full-time and paid Chairman, not lower in rank than a Joint Director of Education (the first appointment may be made by Government and the procedure for the subsequent appointment may be settled later);

(2) The Director of Education or his/her nominee;

(3) The six Divisional Deputy Directors of Education;

(4) The Chairman of the State Board of Primary Education;

(5) One representative of each University;

(6) One head master of a full-fledged high school (including higher secondary and multi-purpose schools) from each division—to be elected by head-masters from among themselves;

(7) One secondary school teacher from each division—to be elected by such teachers from among themselves;

(8) One educational expert—to be nominated by Government from each division, among whom at least one shall be a woman

(9) One principal of a secondary 'teachers' training college in the State to be nominated by Government;

(10) The Director of Technical Education or his nominee;

(11) The Director of Agriculture or his nominee;

(12) The Vocational Guidance Officer;

(13) The Chief Inspector of Commercial Schools;

(14) The Dean, Sir J. J. School of Arts, Bombay;

(15) One representative of the school managements from each division to be elected from among themselves;

(16) One representative of the State Education Council;

(17) A full-time and paid Secretary, who should not be lower in status than a Deputy Director of Education.

(2) The Divisional Boards, whose functions shall mainly be—

(a) to conduct examinations;

(b) to appoint examiners, moderators, supervisors, superintendents etc., for the conduct of the examinations and to declare the results;

(c) to admit candidates to the examinations according to the rules made in this behalf by the State Board;

(d) to offer advice on regional questions either referred to it by the State Board or by Government or on its own initiative;

(e) to maintain a research unit to investigate problems concerning the reform of the examination system;

(f) to exercise such functions as may be delegated by the State Board.

The composition of the Divisional Boards shall be broadly as under :—

(1) The Chairman who should be the Divisional Deputy Director of Education of the Division concerned;

(2) Three District Educational Officers, including a woman (preferably the Inspectress of the Division);

(3) Five Head Masters of full-fledged high schools in the division (of whom at least one should be the head of a higher secondary school)—to be elected by head masters from among themselves;

(4) Five secondary school teachers in the Division—to be elected from among themselves;

(5) Three representatives of school managements in the division—to be elected from among themselves;

- (6) Two educationists to be nominated by Government ;
- (7) One nominee each of the Director of Agriculture, the Vocational Guidance Officer, the Director of Technical Education, the Chief Inspector of Commercial Schools, and the Dean, Sir, J. J. School of Arts, Bombay ;
- (8) One head of a secondary teachers' training college in the division to be nominated by Government ;
- (9) One expert in Home Science to be nominated by Government ;
- (10) One representative of each of the regional Universities in the division, but if there is only one such University in the division it should send two representatives ;
- (11) A paid and full-time Secretary who should not be lower in rank than a District Educational Officer.

RECOMMENDATION 139

We also recommend that (i) for the maintenance of a uniform level of assessment of scripts for the whole State, (ii) for determining the first three top numbers in each subject for the award of Statewise prizes, scholarships, and (iii) for similar other matters, suitable arrangements be devised, in consultation with the Director of Education, the S.S.C. Examination Board and the Vidarbha Board of Secondary Education, generally on the lines indicated by u above.

RECOMMENDATION 140

We also recommend that the examination fee levied by the Board should be at a uniform rate for the whole State, doing away with the different rates at present charged. The income from examination fees, supply of statements of marks, copies of certificates, etc. and the royalties on the sale of Publications of the Board etc., may be credited to the funds of the State Board in the first instance. The State Board should be authorised to approve and sanction the budgets and supplementary budgets framed by Divisional Boards and to place at the disposal of each Board such allotments as may be necessary to meet the expenditure, the overall deficit, if any, in the accounts of the State and the Divisional Boards being made good by Government by the payment of the necessary grant-in-aid after the audit of the accounts of the State and Divisional Boards.

RECOMMENDATION 141

We also recommend that the State Board of Secondary Education and the Divisional Boards be empowered to set up Committees as to co-opt members, if necessary, for the efficient conduct of the work.

RECOMMENDATION 142

We further recommend that provision be made in the Bill which may be brought forward for this purpose to treat the essential personnel employed in connection with the actual conduct of the Public examinations organised by the Boards as "public servants" for such period as may be determined by the Chairman of each Divisional Board.

Conclusion

12. No special remarks are called for on the functions of the State Board and the Divisional Boards other than those relating to examinations. For the purpose of syllabi and curricula for the secondary course, text books, etc., the State Board will maintain separate wings and will also set up the necessary syllabus-making machinery. Each Board should be provided with adequate and well-qualified staff to enable it to function efficiently. A research and statistical unit should be set up in the office of the State Board for the investigation of problems in connection with the improvement of secondary education. Similarly the Divisional Boards should have research units to investigate into problems connected with the reform of the examination system. As we have already remarked earlier in this Chapter, the legislative measure, which we have suggested, is intended to pave the way, in the light of the actual experience of its working over a reasonable period, for the passage of a more comprehensive enactment covering the whole range of administration at the secondary level. As the compulsory school leaving age is progressively stepped up, the ground will be cleared for a further advance on this front stage by stage. We hope that, in the not too distant future, it should be possible, on an overall assessment of the position in the light of the experience gained, to consider the question of widening the scope of legislation, in the manner and to the extent, justified by the results of the experiment suggested by us.

CHAPTER XV

MISCELLANEOUS

In the course of our inquiries we received a large number of suggestions on a variety of topics. But as our hands were far too full with the work of examining the basic problems which formed the subject of our inquiry, we had no time to consider them in detail. Some of these suggestions appeared to us *prima facie* to be worthy of consideration by the Department of Education, and we propose to refer briefly to a few of these suggestions in the hope that steps will be taken to examine them on their merits and to work out the necessary schemes of implementation, if they are found to be practicable and useful.

1. School Building Corporation

2. We have received a scheme for the setting up of a School Building Corporation with a view to raising funds for erecting buildings for schools. This scheme is intended to ease the pressure on accommodation for school purposes and provides for the State floating a loan for the purpose, the amount of the loan being limited to Rs. 5 crores in the first instance. The subscribers are proposed to be guaranteed interest at about $4\frac{1}{2}$ per cent., the school managements being charged interest at about 5 to 6 per cent., on the loan advanced to them. The loans will be granted, subject to certain conditions, to managements of schools requiring a new school building, which have acquired a suitable site for the proposed building. We reproduce in Appendix "Q" this scheme. In Chapter VI on Grant-in-aid we have recommended the grant of loans for buildings, sites, play grounds etc. on a liberal basis, subject to certain conditions. If the scheme regarding a School Building Corporation is found, after an examination, to be feasible and economical, it appears to us that it will be financially advantageous to set up a Corporation of the nature contemplated by bringing forward the necessary legislation. If this is done, it will not be necessary for Government to advance loans as recommended by us. We would suggest that steps may be taken to have the scheme carefully examined in consultation with the Public Works Department, the authorities of the Reserve Bank of India and of the Life Insurance Corporation as well as other experts.

2. Night Schools

3. Copies of the resolutions passed at the third session of the Bombay State Night High Schools Conference held at Ahmednagar in February 1958, have been supplied to us. This Conference, while complementing Government on the appointment of our Committee,

requested Government to widen the scope of the investigations of our Committee so as to include an inquiry into the financial position of night schools and of their staffs. The resolutions also highlighted the meagre provision about night schools in the existing Grant-in-aid Code, and recommended that the work of formulating uniform rules and regulations should be entrusted to our Committee. Among other things, the Conference stressed the need to organise a special seminar of head masters and teachers of night schools, to prescribe graded scales of salaries for teachers in night schools and to permit them to employ librarians. It has been represented to us that with the increasing pressure of numbers seeking admission into secondary schools, the limited accommodation available in such schools and the financial considerations which prevent a large number of pupils receiving full-time instruction in secondary schools during day time, night schools are being gradually called upon to play an important role in bringing secondary education within the reach of a large number of pupils at a very low cost. We fully appreciate the force of these representations, and we consider that night schools supply a need particularly in large cities and industrial areas. We have not been able to examine, within the time at our disposal, the working of some of the night schools at close quarters, to discuss their problems with the managements and staff of such schools and to have a first-hand idea of the conditions under which boys and adults receive instruction at these schools. By their very nature and the conditions under which they have to work, night schools are not likely, by and large, to reach the standards such as those of day schools. Even so, we feel that the system of night schools needs to be organised on a proper footing. In 1950, the Government of Bombay had appointed a Night and Part-time Schools Committee, which had submitted its Report to Government and we understand that, after considering the Report, Government decided to maintain the *status quo* in regard to the grant-in-aid and departmental control of night schools. It has been complained to us that at present there is no uniformity in the application of the rules to night schools, that the Educational Inspectors interpret the rules in their own way, that service conditions for teachers in the night schools should be laid down properly with provision for salary scales and insurance and that scholarships and freestudentships should be awarded to pupils attending night schools. We consider that it is necessary to make an investigation into the conditions under which night schools have to work, their financial position, the type of students attending such schools, the qualifications, pay and allowances of teachers in the night schools, the old age provision, if any, made for them and similar questions. We hope that Government will take steps to appoint a Committee at an early date to go into these matters.

3. Provision for Guidance and Counselling Services

4. The Government of Bombay established in 1950 the Vocational Guidance Bureau in Bombay under the Department of Education, and the Bureau has since been converted and developed into an Institute of Vocational Guidance. It has two sub-bureaux operating in Poona and Ahmedabad. There are also two private agencies aided by Government. Guidance is an integral part of the educational system, but with the establishment of multi-purpose and higher secondary schools, guidance and counselling has assumed increased importance, Youth Implementations Service has also been established in the State and the need for vocational guidance has become more urgent. It has been represented to us that four more sub-bureaux need to be set up urgently to cover the remaining four divisions of the State and that provision for District Guidance Officers should also be made. The utility of guidance and counselling services can hardly be over-emphasised, and we hope that the Government of Bombay will take up, in consultation with the authorities of the Institute of Vocational Guidance, the question of expanding guidance facilities in the State.

4. Anglo-Indian Schools

5. Anglo-Indian schools are governed by the Code of Regulations for Anglo-Indian Schools. Statutory protection exists in the Constitution of India for the grants payable to such schools for a period of 10 years from the commencement of the Constitution under Article 337. Under the operative clauses of this Article, while the grants during the first three financial years from the commencement of the Constitution were guaranteed at the level of those made in the year ending March 31, 1948, provision for a progressive reduction in the grants has been made, so that at the end of 10 years (i.e. in 1960) the grants payable to Anglo-Indian schools, to the extent to which they are special concessions to this Community, shall cease. The Bombay State Board for Anglo-Indian Education had appointed a special sub-Committee to consider the question of Anglo-Indian schools in the light of the position which would emerge in 1960 under the provisions of the Constitution and to submit a Report. After a careful study of the whole question, the sub-Committee has reached the conclusion that Anglo-Indian schools in the Bombay State would not qualify for grant-in-aid after 1960 for two main reasons—

- (i) the limitation laid down in respect of tuition fees, and
- (ii) the salaries of the teaching staff.

The rates of fees and scales of salaries in the Anglo-Indian schools are very high, as a rule, and the sub-Committee has recommended that the existing Anglo-Indian schools should continue to be merely recognised (and not aided), but that provision may be made for such

of the schools as decide on a switch-over to the pattern of ordinary secondary schools, for grant-in-aid on the basis of the general Grant-in-aid Code. It has also been recommended that the Anglo-Indian schools should be allowed to maintain their present character, to teach through the medium of English, which is the mother tongue of the community and to continue to prepare candidates for the Cambridge Overseas Examinations. It has also been represented that Anglo-Indian schools have their curriculum and examination system based on an all-India pattern, generally on the lines recommended by the Inter-State Board for Anglo-Indian Education and the State Board for Anglo-Indian Education. It has been brought to our notice that the Cambridge Syndicate, in furtherance of its policy of adapting its examinations to the educational needs of India, is changing syllabuses and the pattern of examination to conform to those recommended by the All-India Council for Secondary Education and that the Syndicate proposes to establish a Council in India to advise on matters connected with these examinations, particularly the adaptation of the syllabuses to Indian conditions.

At present Anglo-Indian schools are protected by the provisions of the Constitution, and the question of any change in the system of Anglo-Indian Education will only arise in 1960, and we have no doubt that, in view of the special position of this Community and the constitutional requirements, Government will give careful consideration to the representations made in the matter by the State Board of Anglo-Indian Education, the Inter-State Board for Anglo-Indian Education and the representatives of the Anglo-Indian community in Parliament, the State Legislatures and elsewhere.

5. Representation of Secondary School Teachers and Head-Masters from Saurashtra and Kutch on the Gujarat University Senate

6. It has been represented to us that, although Saurashtra and Kutch fall within the jurisdiction of the Gujarat University, secondary school teachers and headmasters in these regions have no representation on the Gujarat University Senate. Saurashtra and Kutch did not form a part of the Bombay State when the Gujarat University Act was placed on the Statute Book, and this apparently accounts for the absence of any provision in the Act for the representation of secondary teachers and headmasters from these regions on the University Senate. Now that these regions have become the component parts of the Bombay State, it is desirable to provide for the necessary representation on the Senate by amending the Act, if necessary. We hope that this question will receive urgent consideration at the hands of Government and the authorities of the University. We consider that for a proper liaison and rapport between Secondary and University education, it is desirable to provide for interests representing secondary schools to be on University bodies dealing with courses of studies and similar matters.

6. Transitional period for a gradual increase in fee rates in certain regions

7. We understand that fees in non-Government secondary schools in some of the new regions such as Saurashtra etc. are charged at low rates and it would be a hardship to require such schools to raise, all at once, the rates of fees to the standard rates recommended by us. In the case of such schools we consider that a specified transitional period should be fixed during which they should be required to raise their rates of fees gradually to those recommended by us. We suggest a 5 years' period for the purpose.

RECOMMENDATION 143

We recommend that such schools may be held eligible for grants at enhanced rates to cover the whole deficit in their accounts.

7. Repayment of loans incurred by certain Schools

8. It has been represented to us that some schools had to incur debts to meet non-recurring expenditure on furniture, equipment, etc. and also recurring expenditure on the maintenance of the schools during the first few years of their establishment, and that so far they have been repaying the loans out of the surplus, if any, allowed to be accumulated by the Department, under the present rules. Under the proposals made by us, schools will have no such surplus and it will be a hardship in the case of such schools as they will not be able to repay the loans. We suggest that cases of such schools run by Registered Societies should be examined by the Department on their own merits and that whenever the Department is satisfied that the loans taken were for genuine school purposes, and that the schools are made to repay the loans from their own resources, the question of paying special grants to such schools to pay off their loans may be considered.

CHAPTER XVI

SUMMARY OF RECOMMENDATIONS

No.	Recommendation.	Chapter and Paragraph.
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II--The Structural pattern of School Education.

1. The total duration of the school course at the Primary and Secondary Stages, including the Higher Secondary stage, leading to the Three-year Integrated Degree Course, should be 11 years in all regions of the new Bombay State, and there should be no variations so far as this structural pattern is concerned. (II—40)
2. (1) The Primary School course should extend over seven years.
(2) The ordinary Secondary School course terminating at the present S.S.C. stage, should be of three years' duration, pupils passing this S.S.C. Examination, which should be retained during the transitional period only, being held eligible for admission to the Pre-University or Pre-Degree classes conducted by colleges affiliated to Universities.
(3) The Higher Secondary Course culminating in the Higher Secondary School Certificate Examination, should have a four years' duration, students passing this examination being held eligible for admission straightaway to the Three-year Integrated Degree Course.
(4) Standards V—VII when attached to Secondary Schools should be treated for all practical purposes as ordinary Secondary Schools.
(5) The syllabus for Standards V—VII should be drawn up jointly by the Committees responsible for the formation and revision of the syllabi for Primary and Secondary Schools. (II—48)

No.	Recommendation.	Chapter and Paragraph.
3.	The ultimate objective should be to convert all existing Secondary Schools into Higher Secondary Schools within a period of 15 to 20 years. As an interim arrangement, some schools will have to remain as ordinary Secondary Schools, pending their conversion into Higher Secondary Schools when the conditions laid down for such conversion are fulfilled by them.	(II—52)
4.	Government should take steps to revise and upgrade the school course so as to complete— (a) within 10 years, the present 11-year course leading to the S.S.C. Examination, which is to be retained during the transitional period and (b) the Higher Secondary School course within a period of 11 years.	(II—52)
5.	The revision and upgrading of the course should start right from Standard V so as to bring into alignment the Primary course with the Secondary and Higher Secondary courses.	(II—52)
6.	Every effort should be made in the revision of the courses to ensure approximation, as far as practicable, of the standard reached at the S.S.C. Examination, taken after 10 years, to that reached in Standard X of the Higher Secondary or Multi-purpose Schools. This would enable a student passing the S.S.C. Examination after 10 years to prepare for the Higher Secondary School Certificate Examination in one year if he so desires. It would also enable a student completing Standard X in a Higher Secondary or Multi-purpose School to appear at the S.S.C. Examination, should he so desire.	(II—52)

No.	Recommendation.	Chapter : Paragra
7.	The syllabi for Standards VIII and IX should be so arranged as to enable a pupil to change over from an ordinary Secondary to a Higher Secondary or to a suitable stream of a Multi-purpose School without much difficulty.	(II—52)
8.	Government should take urgent steps to set up a Syllabus-making Machinery, composed of experts, subjects specialists, experienced teachers, heads of schools, eminent educationists, representatives of the Boards of Secondary Education, the S.S.C. Examination Board, the Board of Primary Education, Universities, etc., to draw up syllabi for Secondary Schools in the new set-up.	(II—52)
9.	There need be no difference between the syllabi for schools in the rural and urban areas and those for boys and girls, but provision should be made for special subjects for girls such as Home Science, Fine Arts, Needlework etc.	(II—52)
10.	The syllabi for Standards V—VII should be drawn up jointly by the Committees appointed for the framing of the syllabi for Primary and Secondary Schools.	(II—52)
11.	Urgent steps should be taken to bring the changes proposed progressively into operation in the old Bombay State as soon as the syllabi are ready and, in any case, from a date not later than June 1960, and the schools concerned which will be affected by the changes, should be given an early intimation in the matter so as to enable them to make the necessary adjustments in regard to staff, equipment, accommodation, etc.	(II—55)
12.	The Government of Bombay should consider the urgency of introducing, as early as possible and, in any case, not later than June 1960, the Multi-purpose and Higher	

No.	Recommendation.	Chapter and Paragraph.
	Secondary School Scheme in the old Bombay State according to a planned and phased programme.	(II—56)
13.	The Lok Shalas in <i>Saurashtra</i> should be continued and allowed to develop according to their ideology.	(II—59)
14.	Std. VIII in <i>Vidarbha</i> should be upgraded and included in the High School and Higher Secondary stage, and the Primary course in that region should be of seven years covering Stds. I-VII. Stds. V-VII of the Indian Middle Schools should be attached to Primary Schools (Stds. I-IV) and such schools should be converted into full-grade Primary Schools, while Stds. V-VII of the Indian English Middle Schools should be attached to Secondary Schools. These Standards, when attached to Secondary Schools, should be treated in the matter of control, administration, grant-in-aid etc., in the same manner as ordinary Secondary Schools.	(II—61)
15.	When the syllabi for Primary, Secondary and Higher Secondary Schools are revised and upgraded by the Syllabus-making machinery, as recommended by us, steps should be taken to bring the syllabi of the various types of schools in <i>Vidarbha</i> into line with the revised syllabi. The Multi-purpose and Higher Secondary courses should be introduced in the ordinary High Schools in <i>Vidarbha</i> according to a phased and planned programme.	(II—62)
16.	The Middle School Sections in Primary-cum-Middle Schools in <i>Marathwada</i> should be integrated with the Primary Schools concerned and the Middle School Sections attached to Middle-cum-High Schools should be treated as part of the Secondary Schools concerned, and dealt with on the same lines as those indicated by us in the case of the old Bombay State.	(II—64)

No.	Recommendation.	Chapter and Paragraph,
17.	Steps should be taken (i) 'to abolish the Infants' Class in <i>Marathwada</i> , and (ii) to introduce a seven-year Primary course covering Stds. I-VI., a three-year course in ordinary Secondary Schools extending over Stds. VIII, IX and X, and a four-year Multi-purpose or Higher Secondary course extending over Stds. VIII, IX, X and XI on the same lines as those indicated by us in the case of the old Bombay State area. The conversion of ordinary schools into Multi-purpose and Higher Secondary Schools should be taken in hand and implemented according to a phased programme.	(II—65)
18.	The various changes and reforms indicated by us in foregoing paragraphs in the case of the different regions, which are intended to be brought into operation from a date not later than <i>June, 1960</i> , should be implemented during a period not exceeding five years.	(II—66)
19.	The Department should take over all classes maintained in certain Government schools in <i>Marathwada</i> by private agencies on a grant-in-aid basis and merge them in the Government schools concerned.	(II—67)
20.	Parallel Urdu-medium classes in certain Secondary Schools in <i>Marathwada</i> should be maintained, but the Urdu-speaking population in this region should be encouraged to adopt, in an increasing measure, the Marathi medium.	(II—67)

III—The place of English and Hindi in the School Curriculum.

21. The teaching of English may start from Std. V on an optional basis depending on—
- (a) the local public demand, which should be ascertained by the managements of schools and the local bodies (District School

No.	Recommendation.	Chapter and Paragraph.
	Boards or Municipal School Boards), whose decision in the matter should be final ;	
	(b) the availability of teachers ; and	
	(c) the option to children in the matter of learning English.	(III—40).
22.	If provision for the teaching of English is made in Stds. V-VII, it should not be a substitute for Crafts, but the period for the teaching of English should be found by a suitable adjustment of the timetable.	(III—40).
23.	Provision should be made generally on the pre-1948 lines for a special one-year course in English for P. S. C. passed pupils or for those who complete Std. VII without English .	(III—43)
24.	At the S. S. C. stage, provision should be made for offering English at two levels—	
	(a) at the higher level normally based on a seven-years' course of English,	
	and	
	(b) at the lower level normally based on a four-years' course of English,	
	pupils being allowed to take courses at either of the two levels at the S. S. C. Examination, irrespective of the period for which they have studied English.	(III—44)
25.	Schools experimenting in the teaching of English from Std. VIII <i>at the higher level</i> should be encouraged to do so.	(III—44)
26.	Hindi should be taught as a compulsory subject in Stds. V-XI. The Department should permit schools, which so desire, to teach Hindi on the basis of a shorter time-allotment per week, provided schools	

No.	Recommendation.	Chapter and Paragraph.
	adopting such a course undertake to reach the minimum requirements, standard and targets laid down by the Department to be attained at the end of a ten-years' or an eleven-years' course, as the case may be.	(III-48)

IV—Administrative Reorganization.

27. For the time being, an area not larger than a revenue district should constitute a unit for educational administration. (IV-19)
28. Officers in charge of districts who are at present designated "Educational Inspectors" or "District Inspectors of Schools" or "District Educational Inspectors" in the various regions should be designated as "District Educational Officers". (IV-20)
29. Steps should be taken by Government, in consultation with the Director of Education and the local officers concerned, to upgrade the posts of the District Officers in each District in every region, which are not already in the B. E. S., Class I, and to include them in the B. E. S., Class I, if the minimum number of institutions, including full-fledged High Schools, Primary Training Institutions and S. T. C. Institutes in each district is about 40 to 50, with due regard to the area of the district and its special nature, if any. (IV-21)
30. Districts which have a smaller number of institutions of the nature indicated in recommendation No. 29 above and which are contiguous, should be grouped together and two such districts should form one unit of administration and placed in charge of one Class I Education Officer. Such districts, however, as have special problems or as justify a Class I Officer on the basis of their special nature, should have a Class I Officer, even if the number of institutions in them is smaller. (IV-21)

No.	Recommendation.	Chapter and Paragraph.
31.	The <i>Nagpur</i> and <i>Amravati</i> districts may have each a Class I Assistant Educational Officer to assist the District Educational Officer in his inspectorial, administrative, financial etc., work. Failing an additional Class I Officer in each of the two districts, at least one common additional Class I Officer to help both the Educational Officers at <i>Nagpur</i> and <i>Amravati</i> should be given immediately.	(IV—24)
32.	Each district, whether it has an independent Class I Educational Officer or not, should have a Deputy Educational Inspector in the B. E. S., Class II, who should assist the District Educational Officer in the discharge of his administrative, executive and financial powers and in inspection work, and he should be designated "Deputy Educational Officer".	(IV—24)
33.	The post of Inspectress of Girls' Schools in the <i>Nagpur Division</i> should be retained in the B. E. S., Class I.	(IV—25)
34.	Steps should be taken to bring the work and functions of the Inspectress of Girls' Schools in the <i>Nagpur Division</i> into line with those of Class I Inspectresses in the old Bombay State area.	(IV—26)
35.	The Class II posts of District Inspectresses of Schools at <i>Nagpur</i> , <i>Amravati</i> and <i>Akola</i> should be continued for the time being, but on the retirement of the existing incumbents of the posts or on their transfer elsewhere, the posts on falling vacant should be abolished.	(IV—27)
36.	The number of Assistant Deputy Educational Inspectors for each district in the <i>Nagpur Division</i> should be regulated, as a rule, on the basis of one A. D. E. I. for every 50 to 60 Primary Schools and these Officers should be designated "Assistant Deputy Educational Officers".	(IV—28)

Recommendation.

Chapter and
Paragraph.

The *Madhya Saurashtra*, *Zalawad* and *Gohilwad* districts of Saurashtra should each be placed in charge of a Class I Officer who may be designated as District Educational Officer and the other districts of Saurashtra, including Amreli, which are contiguous, should be suitably grouped together so as to have a common Class I District Educational Officer for every two districts. (IV—29)

In each of the seven districts in the *Rajkot Division*, whether it is in charge of a Class I Educational Officer or whether it is grouped together with another district for administrative purposes, there should be a Deputy Educational Officer in the B. E. S. Class II, to assist the Educational Officer in the discharge of his executive, administrative and financial powers and in inspectorial work. (IV—29)

In conformity with the principles suggested by us, the *Rajkot Division* should have a Class I Inspectress of Girls' Schools with powers, duties and functions similar to those of Class I Inspectress in the old Bombay State area. (IV—30)

The number of posts of A.D.E.Is. in each district in the *Rajkot Division* should be reviewed and increased where necessary generally on the scale of one A.D.E.I. for about 50 to 60 Primary Schools and these posts should be designated 'Assistant Deputy Educational Officers'. (IV—31)

The Special Officer (Education), Kutch, should be redesignated 'District Education Officer' and the post should continue to be in the B. E. S. Class I. (IV—32)

The post of Deputy Educational Inspector in Kutch should be retained and included in the B. E. S. Class II, and designated 'Deputy Educational Officer'. (IV—32)

Recommendation.

Chapter and
Paragraph.

Keeping in view the general backwardness of the people and the sparsely populated nature of the area, the number of posts of A. D. E. Is. in Kutch should be reviewed and increased generally on the basis of one A. D. E. I. for the number of Primary Schools not exceeding 50. In view of the extremely backward condition of girls' education in Kutch, steps should be taken to fill a good proportion of the posts of A. D. E. Is. by women Officers and these posts should be designated 'Assistant Deputy Educational Officers'.

(IV—32)

The question of upgrading the posts of District Educational Officers in the *Aurangabad Division* and of placing them in the B. E. S. Class I, as well as grouping together two contiguous districts to constitute one administrative unit, should be examined in consultation with the Director of Education and the local Officers with due regard to the special conditions in *Marathwada*.

(IV—33)

No Class I Officer in the *Aurangabad Division* should be put in charge of more than two districts.

(IV—34)

In each of the five districts in the *Aurangabad Division*, excluding East Khandesh whether it is placed under a Class I District Officer or grouped together with another district, there should be a Deputy Educational Inspector in the B. E. S. Class II to assist the District Educational Officer, in his administrative, executive financial and inspectorial work, and the designation of the former post should be changed to 'Deputy Educational Officer'.

(IV—35)

There should be a Class I Inspectress of girls' Schools for the *Aurangabad Division* as a special case.

(IV—36)

The number of posts of A. D. E. Is. in the *Aurangabad Division* should be reviewed in the light of the recommendations made

No.	Recommendation.	Chapter and Paragraph.
	by us and increased generally, if necessary, on the basis of one A. D. E. I. for about 50 to 60 Primary Schools. The designation of the posts of A. D. E. Is. should be changed to 'Assistant Deputy Educational Officers'.	(IV—37)
49.	The districts having Classs II Officers in the old Bombay State should be suitably grouped together and put in charge of a Class I Officer on the principles enunciated by us.	(IV—38)
50.	A Class I Assistant Educational Officer each should be allotted to Poona, Ahmedabad, Kaira, Mehsana and Surat Districts to assist in the inspectorial, administrative, executive and financial work in the districts. The Mehsana District should be given a Class I Assistant Educational Officer.	(IV—39)
51.	The designations of 'Deputy Educational Inspectors' and 'Assistant Deputy Educational Inspectors' in the old Bombay State, should be changed to 'Deputy Educational Officers' and 'Assistant Deputy Educational Officers' respectively and the number of latter Officers should be reviewed and increased per district, if necessary, on the basis of one Officer for about 50 to 60 Primary Schools.	(IV—38)
52.	The following powers should be delegated to the Divisional Deputy Directors of Education :—	
	(i) Recognition and grant-in-aid of non-Government Secondary Schools including Higher Secondary and Multi-purpose Schools up to the top standard.	
	(ii) Imposition of penalties in clear cases involving a breach of the rules, with the right of appeal by the schools concerned to the Director of Education.	
	(iii) Appointment, transfer and disciplinary control over the teaching and supervisory personnel.	

No.	Recommendation.	Chapter and Paragraph.
(iv)	Transfer of Class II Officers in the Division.	
(v)	Sanction of expenditure upto a reasonable limit to be fixed by Government with the necessary provision for it in the budget.	(IV—40)
53.	Steps should be taken to work out a comprehensive programme of the short-term and long-term training of Educational Officers, so that new recruits to the Educational Service should not only have an adequate grounding in the principles of administration but should also have an opportunity of actual field work for a sufficient length of time under senior and experienced Officers before they are put in independent charge.	(IV—41)
54.	Arrangements for the training of the newly recruited Officers and for the retraining of Officers already in service periodically, should be made at one of the Government Training Institutions.	(IV—42)
55.	In filling posts in the B. E. S. Class II at the district level, direct recruitment should be resorted to a greater extent and teachers in private schools who are well qualified academically and professionally and have a good record with a minimum teaching service of five-years, should be preferred, the restriction about age in their case being waived.	(IV—43)
56.	The possibility of minimising 'paper-work' in administrative offices in the Education Department should be explored and arrangements for an expeditious clearance of cases be made, as far as practicable, by personal discussions and staff meetings.	(IV—44)
57.	The Director of Education's Office should organise and send out Special Work Study Teams, with a view to studying the methods	

No.	Recommendation.	Chapter and Paragraph.
	and techniques of work followed in subordinate offices so as to eliminate waste of time and energy and devise improved methods of work. The Research Unit in the Director's Office should be suitably expanded and strengthened for the purpose.	(IV—44)
58.	The Director of Education's Office should also function as a clearing-house for information on educational and administrative questions and as an agency for cross-fertilization, bringing to the knowledge and within the reach of every section of the Department results of investigations into, and experiments on, methods, techniques, organization etc., in the educational field.	(IV—44)
59.	We endorse the recommendation of the International Study Team to the effect that where the Director of Education is not the Secretary but only a Joint Secretary, the Secretary should be a person with professional experience in education.	(IV—45)

V—Pay Scales for Secondary Teachers.

60. The following basic pay scales are recommended for ordinary secondary school teachers :—
- (i) *Trained Graduates* (B.A./B.S.c., B.T.)
Rs. 125—5—175—E.B.—7½—250—E.B.—10—300 (25 years).
 - (ii) *Untrained Graduates* Rs. 100—4—120
(5 years' span during which new recruits should get professional qualifications).
 - (iii) *Trained Matriculates* (holders of the S. S. C. and the S. T. C. or the T.D.)
Rs. 80—3—110—E.B.—4—150—E.B.—5—175 (25 years).
 - (iv) *Untrained Matriculates* (holders of the S. S. C. or a similar qualification)
Rs. 65—2—75 (5 years during which they should get the S. T. C. or the T. D.).

No.	Recommendation.	Chapter and Paragraph.
(v)	<i>Intermediate Trained</i> (those having the Intermediate Certificate and the S. T. C. or the T. D.) Rs. 85—3—115—E.B.—4—155—E.B.—6—185 (25 years)	
(vi)	<i>Untrained Intermediates</i> Rs. 70—2—80.	
(vii)	<i>B.A., S.T.C. or T.D.</i> Rs. 110—5—160—E.B.—6—220—E.B.—7½—250 (24 years).	
(viii)	<i>M.A. (II), B.T.</i> Rs. 150—7½—240—E.B.—10—350 (23 years).	

Note.—The scale of Rs. 150—350 for M.A. (II) B.T., should be allowed to a teacher, irrespective of the class in which he works, although in actual practice such teachers will primarily be working in Multi-purpose and Higher Secondary Schools. If the grant of this scale is restricted to such teachers working only in the top class of a Higher Secondary or Multi-purpose School, it might lead to administrative difficulties and create complications in regard to the allocation of school work among the teaching staff. Similarly teachers of special subject such as Music, Painting, Home Science, etc., possessing a University degree in such subjects, should be treated specially and given the scale of Rs. 150—350.

(V—32)

61. The following basic pay scales are recommended for special teachers in secondary schools :—

- (1) Kandivali trained (B.A. Rs. 110—5—160—E.B.—6—220 and D.P.Ed.). —E.B.—7½—250.
- (2) Drawing Teachers .. Rs. 80—3—110—E.B.—4—160 —E.B.—5—175.
- (3) Drawing Masters .. Rs. 85—3—115—E.B.—4—155 —E.B.—5—185.
- (4) Art Masters. .. Rs. 110—5—160—E.B.—6—220 —E.B.—7½—250.

(V—32)

62. The Department of Education should be requested to adjust suitably in the pay scheme proposed by the Committee other

No.	Recommendation.	Chapter and Paragraph.
	special teachers such as Craft teachers, Music teachers, Physical Training teachers, etc.	(V—32)
63.	Advance increments should be granted for higher qualifications according to the following scheme :— II Class B.A. or B.Sc. ... One increment. I Class B.A. or B.Sc. ... Three increments. II Class B.T. ... One increment. I Class B.T. ... Two increments. Pass class M.A. (untrained). One increment. II Class M.A. (untrained). Three increments. I Class M.A. (untrained). Five increments. M.Ed. (Pass). ... One increment. M.Ed. (II Class) ... Two increments. M.Ed. (I Class) ... Three increments. In any case such higher qualification advance increments should not be more than five in all.	(V—32)
64.	Teachers who wish to improve their qualifications, which will be directly useful for their school work, should be granted by school managements leave without pay for the purpose of acquiring such qualifications, but no teacher should be allowed to obtain more than one higher qualification at a time within a period of three years. Teachers wishing to take an external degree, while continuing in service, should be allowed to obtain one higher qualification, entitling them to admission to higher scales, within a period of not less than five years, provided such higher qualification is directly useful for the school work.	(V—33)
65.	Untrained undergraduate and untrained graduate teachers in all regions who have fifteen years' service or more and who are of forty years of age on the day on which the new scheme comes into force should be	

No.	Recommendation.	Chapter and Paragraph.
	deemed to be "professionally qualified" and held eligible for admission to the new scale proposed for trained undergraduates or graduates holding the S.T.C. or the T.D., as the case may be.	(V—34)

66. A Matric or S.S.C. or an Intermediate teacher from a secondary school in Saurashtra if his service is less than fifteen years or his age is below forty years on the day on which the new scheme comes into operation, should be given Rs. 15 p.m. and a graduate teacher Rs. 20 p.m. in addition to his salary in the old scale. Such teachers should be allowed to earn their increments in their old scale during the next seven years and if within seven years they obtain a professional qualification, they should be admitted to the appropriate new scale. If, however, a person does not get the necessary qualification within seven years, he should not be allowed to cross the efficiency bar in his old scale and the additional Rs. 15 or Rs. 20, as the case may be, should be withdrawn.

Similarly untrained under-graduate permanent assistant masters in the Middle Departments of High Schools and in Indian English Middle Schools in Vidarbha, who do not hold a professional qualification and who have less than fifteen years' service or are below forty years of age on the day on which the new scheme comes into operation, should be held eligible, under the above recommendation, for an additional Rs. 15 p.m., but if they fail to obtain a professional qualification on the lines indicated in the foregoing recommendation, they should not only lose the additional Rs. 15 p.m. but should also be held up at the efficiency bar at Rs. 84, if they have not already passed it.

Permanent teachers with the Matric Certificate from the Marathwada schools should be held eligible for an additional Rs. 15 p.m.

No.	Recommendation.	Chapter and Paragraph.
	on the lines recommended above if they are below the service and age limits laid down. They will have to obtain a professional qualification within seven years, but if they fail to do so, they will cease to draw the additional Rs. 15 p.m.	(V—35)
67.	There should be no distinction between scales of pay for men and women teachers, but in backward areas and particularly in Kutch, Marathwada etc., where women teachers are not easily available, advance increments should be granted to women teachers on the merits and circumstances of each case up to a limit of four increments. Adequately qualified women should be permitted to be appointed as part-time teachers if they are not in a position to work whole time in schools.	(V—37)
68.	In all backward areas where it is difficult to appoint suitably qualified teachers, advance increments upto a limit of four, should be allowed according to the merits and circumstances of each case.	(V—38)
69.	The existing incumbents who hold permanent appointments or who have put in service of not less than three years, should have the option to retain their pre-revision pay scale, if they so desire, or to elect to enter the new scale after reaching a certain stage in the old scale.	(V—39)
70.	The pay scales for secondary teachers in non-Government schools should not be lower than those for teachers in Government secondary schools.	(V—40)
71.	The following salary scales are recommended for Heads of secondary schools who are trained graduates :—	
	Head Master/Mistresses. Scale of pay or alternative allowance.	
1.	A school with an enrolment up to 300. Rs. 200—10—300 Rs. 50 (10 years).	

No.	Recommendation.	Chapter and Paragraph.
Head Masters/Mistresses.	Scale of or alternative pay allowance.	
2. A school with an enrolment between 301—500.	Rs. 250—15—400 ... Rs. 100 (10 years).	
3. A school with an enrolment between 501—1000.	Rs. 300—20—500 ... Rs. 150 (10 years).	
4. A school with an enrolment over 1000.	Rs. 350—25—600 ... Rs. 200 (10 years).	(V—42)
72. Heads of Experimental High Schools or Higher Secondary Schools or those heads of schools who possess outstanding qualifications, may be allowed a higher pay scale, irrespective of the enrolment in their schools, according to the merits and circumstances of each case.		(V—42)
73. When the Head of a school is appointed on a permanent basis, he should be admitted to one of the above time scales which may be appropriate in his case and when the appointment of the head of a school is on a temporary basis, he should be given an allowance which may be appropriate in his case.		(V—42)
74. In large-sized schools, where it is necessary to appoint Supervisors, such Supervisors should be paid an allowance of Rs. 30 p.m. and the number of Supervisors should be regulated on the basis of one for every set of seven classes.		(V—42)
75. Schools meeting in shifts should have a separate staff for each shift and a joint head master in addition to the head master and such joint head master should be allowed to draw one of the scales for heads of schools proposed by the Committee which is lower than the one drawn by the head master. Where the size of a school justifies the appointment of a joint headmaster, such joint headmasters should be paid an allowance of Rs. 50 p.m.		(V—44)

No.	Recommendation.	Chapter and Paragraph.
77.	The payment of grant-in-aid to an aided school should be subject to the payment by the school concerned of the standard Salary scales recommended by the Committee.	(V—46)
78.	Schools wishing to pay higher salary scales for their teaching personnel should be permitted to do so, on condition that the grant-in-aid should be based only on the minimum standard pay scales recommended by the committee.	(V—47)
79.	As a first step towards a complete ban on private tuitions and reducing the demand for such tuitions, teachers should be discouraged from engaging in private tuitions. For exceptional cases of pupils who are backward and of those who may be needing special coaching, schools should be permitted, with the previous sanction of the Divisional Deputy Director of Education concerned, to organise tutorial classes for such children for which a suitable fee may be charged. The income received from such fee should be distributed among the school staff by the Committee of the Head of the School concerned and representatives of teachers.	(V—49)

VI—Grant-in-aid.

80. Maintenance grants should be paid to ordinary secondary schools upto 45 per cent. of the admitted expenditure in urban areas and upto 50 per cent. of the admitted expenditure for Girls' Schools and for schools in rural and backward areas. In the case of schools which may run into a deficit, even after receiving grants at the above rates, an additional discretionary grant upto 75 per cent. of the Net Deficit (i.e. the difference between the admitted expenditure and receipts from fees and the ordinary maintenance grant) should be paid. In the case of schools with a surplus the maintenance grant should be limited to the Net Expenditure

No.	Recommendation.	Chapter and Paragraph.
	(i.e. the difference between the admitted expenditure and the receipts from fees of all types).	(VI—19)
81.	The expenditure on D. A. should be included in the total admitted expenditure of the school for the purpose of paying maintenance grants at the rate of 45 or 50 per cent., as the case may be.	(VI—20)
82.	Initial interest-free loans should be granted to encourage new schools to be started, the size of the loan depending upon the merits and circumstance of each case. The amount of such loan should, in no case, exceed the estimated expenditure on the running of the school for the first year. Such loans should be adjusted against the first grant to be received by the school and the outstanding balance, if any, should be adjusted, in suitable easy instalments, within the first five years. The management of a new school should be required to enter into an agreement with the Department undertaking to repay the amount of the loan in case the school ceases to function.	(VI—21)
83.	Grants should be paid quarterly, the first quarterly payment being made in June, the beginning of the school year, the second and the third quarterly payments being made in September and December respectively and the last instalment being paid in good time before the close of the year.	(VI—23)
84.	Although schools should be left free, if they so desire, to pay salaries higher than the standard salary scales approved by Government, the expenditure on salaries for the purposes of the assessment of the Government grant should be restricted to the amount admissible on the basis of the scales approved by Government.	(VI—24)

No.	Recommendation.	Chapter and Paragraph.
85.	Schools charging tuition fees at rates higher than one and a half times the rates prescribed for the areas concerned, should not be held eligible for grant-in-aid.	(VI—25)
86.	The Department of Education should encourage and aid on a liberal basis schools maintaining a high standard of efficiency, undertaking experiments likely to contribute to the improvement of secondary education and Government should make a liberal provision specially for this purpose in the educational budget. The Department should give the widest possible publicity to the experiments undertaken and the results obtained so as to encourage other schools to participate in work of this nature.	(VI—26)
87.	The existing basis for recurring and non-recurring grants should continue in the case of Multi-purpose and Higher Secondary Schools.	(VI—27)
88.	In order to encourage the teaching of crafts in secondary schools, Government should pay 66-2/3 per cent. of the expenditure on equipment and treat the expenditure on the teacher's pay and allowances and raw materials as normal expenditure for the maintenance grant.	(VI—29)
89.	The Department of Education should take steps to compile a comprehensive and exhaustive list of items of school expenditure which should be held admissible for grant purposes. Educational Officers should be vested with discretion to admit items which may not be in the approved list but which have an educational value. A broad and liberal view should generally be taken in admitting expenditure of an educational value for the purpose of grant.	(VI—3)
90.	Government should advance loans for building, sites and play-grounds on a much more liberal basis for the construction of school buildings, and for additions to existing buildings. Preference should be given	

No.	Recommendation.	Chapter and Paragraph.
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to cases of new schools in the matter of building loans and also to schools in rural and backward areas and to such schools in urban areas where there is overcrowding. Such loans should be repayable within 30 years in easy instalments and the rate of interest on such loans should not exceed 4 per cent. School authorities should be allowed to charge rent at $7\frac{1}{2}$ per cent. on school buildings for which they have received loans and the grant so charged, should be admitted for Government grant.

(VI—32)

91. In all development schemes in the case of existing towns and in the lay-out of new townships provision should be made for a progressive increase in the location of school buildings, play grounds, etc.

(VI—32)

92. Equipment grants in the case of non-Government Secondary Schools on the recurring and non-recurring basis should be paid in all areas on the lines and to the extent as laid down in the Grants-in-aid Code for the old Bombay State area and adequate provision should be made for this purpose in the educational budget every year after working out a realistic forecast of the requirements of the schools in the matter.

(VI—33)

VII—School Fees.

93. The State should be divided into four areas for the purpose of the levy of fees in secondary schools and the minimum fee rates in ordinary secondary schools should be charged in such areas as shown below :—

Area.	Bottom Class.		Top Class.	
	Boys.	Girls.	Boys.	Girls.
	Rs.	Rs.	Rs.	Rs.
A—Greater Bombay	6	5	9	8
B—Other Corporation Cities such as Nagpur, Ahmedabad and Poona.	5	4	8	7
C—Borough Municipal towns	4	$3\frac{1}{2}$	7	$6\frac{1}{2}$
D—Other areas	3	$2\frac{1}{2}$	6	$5\frac{1}{2}$

(VI—17)

No.	Recommendation.	Chapter and Paragraph.
94.	Proposals for charging fee rates lower than the minimum limits, if any, should be considered by the Deputy Director of the Division concerned on their own merits, and such permission should not be granted unless satisfactory evidence is produced to show that the management concerned has secured the requisite donation, subscription or fees to make good the loss on account of the lower fee rates.	(VII—17)
95.	In the case of Multi-purpose and Higher Secondary Schools an additional fee of Rs. 2 per month per student should be allowed to be charged in the top class i.e. Standard XI.	(VII—17)
96.	Each case for charging fee rates higher than the prescribed rates, should be scrutinised carefully by the Divisional Deputy Director of Education concerned, on its own merits, in consultation with the District Educational Officer, particularly in relation to the economic condition of the pupils in general attending the school, the pay scales paid by the school to the teaching staff, the financial position of the school and the society conducting it, the enrolment in each class, experiments, if any, undertaken by the school and similar other factors and increased fee rates should only be sanctioned after the case for such increase has been fully established.	(VII—18)
97.	Schools charging rates of fees exceeding $1\frac{1}{2}$ times the prescribed rates, should be debarred from receiving maintenance grants, but such schools should be held eligible for <i>ad hoc</i> grants if their educational efficiency is of a high order and if they undertake approved experiments or projects.	(VII—18)
98.	The rates of fees charged in Government secondary schools in all the regions should not be lower than the minimum	

No.	Recommendation.	Chapter and Paragraph.
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rates proposed by the Committee for the corresponding classes of non-Government secondary schools in the areas concerned.

(VII—19)

99. Where education in Government school is free :—

- (1) Children up to the age of 14 should continue to get free education.
- (2) Children over the age of 14 who are in the school concerned on the date on which the scheme comes into force, should pay fees at the standard rates subject to concessions on the basis of income of the parents or guardians prescribed by the Committee for children up to the age of 14.
- (3) All new entrants to the school i.e., those above the age of 14 joining for the first time a Government school where education is free, should be required to pay normal rates of fees.

(VII—19)

100. The extra-curricular activities in the secondary schools should be categorised as under :—

Category 'A.'

- (1) Scouting.
- (2) A. C. C.
- (3) Physical Education.
- (4) Purchase of Newspapers and Magazines.
- (5) Purchase of books for pupils' Library and Class Library.
- (6) Contribution to Educational Conferences.
- (7) Teachers' attendance at Educational Conferences.
- (8) Audio-Visual Education and purchasing Audio-Visual aids.

No.	Recommendation.	Chapter and Paragraph.
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Category B.

- (1) Contribution to Athletic Associations, and Registration fees for Tournaments.
- (2) Sports, Games and Tournaments.
- (3) T. A. to Teachers on School Excursions.
- (4) Medical Inspection of pupils.
- (5) Purchase of Radio set and its accessories.
- (6) Printing Question papers of School Examinations.
- (7) Social and Cultural Activities.
- (8) Drawing Materials.
- (9) School Magazine.

Category C.

- (1) Purchase of blank answer-books etc. for school examinations.
- (2) School Functions, Tea, Refreshments, Meals, etc.
- (3) Annual Functions and Festivals.
- (4) Individual Medical treatment.
- (5) Pupils' local Excursions.

(VII—22)

101. The expenditure on items under Category A in the foregoing recommendation should be met from the general school fund on which the maintenance grant is payable; expenditure on items under Category B should be allowed to be met from the income from term fees on which the Departmental grant should be paid in the usual manner and expenditure on items under Category C should be allowed to be met from the income from term fees on which no grant should be paid. The income from the term fee should be placed at the disposal of the Head of the School concerned and the expenditure from the fund should be incurred by him on

No.	Recommendation.	Chapter and Paragraph.
	approved items in consultation with the committee for the internal management of the school <i>vide</i> recommendation No. 114.	(VII—22)
102.	The provisions about term fees proposed under recommendations Nos. 100 and 101 should be made applicable to secondary schools in all the regions of the State, and such fees should be charged at the rate of— (1) One month's fee for Standard V per term for the area concerned, for Standards V-VII. (2) One month's fee for Standard VIII per term for the area concerned, for Standards VIII-XI.	(VII—22)
103.	The provision for free education for the age range 6-14 in Vidarbha schools should be maintained on condition that the progress of children is satisfactory.	(VII—23)
104.	Free education in Government schools in Kutch, in Government schools in Marathwada and in such of the Government secondary schools in Saurashtra as provide at present free education, should be maintained up to the age of 14, on condition that the progress of children is satisfactory.	(VII—23)
105.	The concession of free education up to the age of 14 in Vidarbha, Marathwada, Kutch and Saurashtra, on the lines suggested in Recommendations Nos. 103 and 104, should be continued for a period of five years, at the end of which the position should be reviewed, in the light of the conditions prevailing in other areas as well.	(VII—23)
106.	As an experimental measure, freestudentships and a partial exemption from the payment of tuition fees should be granted to deserving pupils up to the age of 14 years subject to the following income limits, in areas in which such a concession is not at present available for a period	

No.	Recommendation.	Chapter and Paragraph.
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ending 1965-66 when the third Five-Year Plan will end, the position being reviewed at the end of the period :—

Area.	Average annual income of the family.	Nature of concessions.
	Rs.	
A—Greater Bombay	Upto 1,800	Free education.
	„ 2,100	$\frac{1}{3}$ rd freestudentship.
	„ 2,400	$\frac{1}{2}$ freestudentship
	„ 3,000	$\frac{1}{4}$ th freestudentship.
B—Other Corporation cities such as Nagpur, Ahmedabad and Poona.	„ 1,500	Free education.
	„ 1,800	$\frac{1}{3}$ rd freestudentship.
	„ 2,100	$\frac{1}{2}$ freestudentship.
	„ 2,400	$\frac{1}{4}$ th freestudentship.
C—Borough Municipal towns	„ 1,200	Free education.
	„ 1,500	$\frac{1}{3}$ rd freestudentship.
	„ 1,800	$\frac{1}{2}$ freestudentship.
	„ 2,100	$\frac{1}{4}$ th freestudentship.
D—Other areas	„ 900	Free education.
	„ 1,200	$\frac{1}{3}$ rd freestudentship.
	„ 1,500	$\frac{1}{2}$ freestudentship.
	„ 1,800	$\frac{1}{4}$ th freestudentship.

(VII—24)

107. The fee concession in respect of brothers and sisters reading in the same school should be continued in schools in the Nagpur Division and it should be extended to the rest of the State.

(VII—26)

108. The educational concessions available to pupils in the territory of the old Bombay State area as well as the freestudentships granted by school managements at their own cost in all the regions, should be continued on the present basis and subject to the present limits. Such concessions will hereafter apply to pupils above the

No.	Recommendation.	Chapter and Paragraph.
	age of 14 years. The percentage of free-studentships granted by school managements at their own cost should be calculated on the number of pupils in each school who are above the age of 14 years.	(VII—27)
	VIII—Private Sector in the field of Secondary Education.	
109.	Government should announce the policy of transferring Government Secondary Schools (apart from Multi-purpose, Vocational and Higher Secondary Schools) to suitable private bodies, and it should be given as wide a publicity as possible particularly in the new regions.	(VIII—10)
110.	The terms and conditions under which ordinary Government Secondary Schools should be transferred to private bodies should be broadly the same as those followed by the Bombay Government in transferring their schools to private agencies in the territory of the old Bombay State.	
	The basis of grant should be as under :—	
	First two years .. 100 per cent. of the difference between the admitted expenditure and the income from fees.	
	3rd year .. 95 per cent. of the difference between the admitted expenditure and the income from school fees.	
	4th year .. 90 per cent. of the difference between the admitted expenditure and the income from school fees.	
	5th year .. 85 per cent. of the difference between the admitted expenditure and the income from school fees.	
	6th year .. 80 per cent. of the difference between the admitted expenditure and the income from school fees.	
	7th year .. Usual grant as in the case of ordinary schools.	(VIII—10)
111.	A private body (unless it is a well-established society with financial stability) taking over a Government school should be required to set aside a reserve fund, within a reasonable period, the amount of the fund depending on the circumstances of each case, and in cases in which	

No.	Recommendation.	Chapter and Paragraph.
	Government is satisfied that a society is unable to comply with this requirement, the condition may be relaxed.	(VIII—10)
112.	An agreement should be executed by the society taking over a Government school building generally on the lines of the agreement form reproduced in Appendix "N".	(VIII—10)

IX—Finance.

113. The possibility of levying a special secondary education cess or tax on items such as the following should be explored, if it is absolutely inescapable to levy a tax :—
- (1) The property tax in Municipal areas:
 - (2) Land revenue in rural areas.
 - (3) The State Road Transport.
 - (4) The Sales Tax.
- (IX—8)

X—Types of School Managements, their Nature, Structure and Organisation.

114. (i) Every non-Government Secondary School should have a Managing Committee, which should be responsible to Government for the proper management of the school.
- (ii) The composition of the Managing Committee should be as follows :—
- (a) Representatives of the parent body whichever it may be e.g. a Society, a Trust, a Local Authority, a Mission etc.
 - (b) The Head Master as Secretary of the Committee or as an *ex-officio* member.
 - (c) Representatives of permanent teachers. The number of the Headmaster and Teachers taken together should be about one-third of the total number of members on the Managing Committee which may have a minimum of nine and a maximum of fifteen members.

No.	Recommendation.	Chapter and Paragraph.
	(iii) A society conducting a large number of schools may have a common Managing Committee for a group of schools in a locality or every school of the Society may have a separate Managing Committee of its own.	
	(iv) The functions of the Managing Committee should be clearly defined by Government. In the main, this body should be responsible for managing the funds of the school, the school plant and equipment, the appointment of the staff and such other matters connected with the external non-academic side of school management. No individual member of the managing committee or the governing body should, directly or indirectly, interfere with the internal administration of the school, the discipline of the school and the duties of the teachers.	
	(v) Every secondary school should have a Teachers' Council, which should advise the Headmaster on the day-to-day academic matters of the school.	
	(vi) The composition of the Teachers' Council may be broadly on the following lines :—	
	(a) The Headmaster as Chairman.	
	(b) Representatives of permanent teachers.	
	(c) A nominee of the Managing Committee.	
	(vii) Government should consider the desirability of having a Managing Committee and a Teachers' Council for every secondary school conducted by it.	(X—23)
115.	In all academic matters and questions pertaining to the internal working of the school, the head of the school should have full powers and a free-hand, particularly, in admissions and promotions, selection of text-books, purchase of books and equipment within the sanctioned allotment, discipline of school-pupils, scheme of school work, control over the school staff and similar matters of school management.	(X—23)

No.	Recommendation.	Chapter and Paragraph.
116.	The Department should lay down detailed rules defining the duties, functions and powers of heads of schools and bring these rules to the notice of school managements and the school staff.	(X—23)
117.	School Managing Committees and Teachers' Councils on the lines suggested in Recommendation No. 114 should also be required to be constituted for the management of secondary schools conducted by Local Bodies such as District Local Boards and Municipalities.	(X—23)

XI—Multi-purpose and Higher Secondary Schools.

118. For the purpose of the review and reorganization of the scheme of the allocation of the diversified courses provision should be made for the appointment of a Divisional Committee for the Aurangabad Division consisting of :—

- (1) the Divisional Deputy Director of Education,
- (2) three heads of multipurpose schools, one of whom should be a woman, if possible,
- (3) three Officers from among the Educational Inspectors and Inspectresses of Girls' Schools in the Division,
- (4) a representative of the Director of Technical Education,
- (5) a representative of the Director of Agriculture,
- (6) a representative of the Chief Inspector of Commercial Schools,
- (7) an expert in Fine Arts,
- (8) two educationists and persons interested in the scheme.

A similar Divisional Committee should be appointed for each of the five remaining Divisions. The allotment of the courses

No.	Recommendation.	Chapter and Paragraph.
	should be regulated in accordance with the advice of the Divisional Committee.	(XI—2)
119.	The Department should take steps to provide for professional training courses for the teaching personnel in the Multi-purpose schools.	(XI—2)
120.	Steps should be taken by the Bombay Government to frame, as early as possible, and not later than June, 1960, a phased programme for the conversion of full-fledged high schools into higher secondary and multi-purpose schools broadly on the lines indicated by the Board of Secondary Education of the Bombay State. The minimum requirements for the recognition of full-fledged high schools to be converted into higher secondary and multi-purpose schools should be laid down and communicated to all schools in good time before June, 1960, and the funds required for the implementation of the scheme should be made available.	(XI—9)
121.	Steps should be taken to set up a suitable machinery for the concurrent and continuous evaluation and assessment of the programme, progress and results of this scheme.	(XI—9)
122.	Steps should be taken to frame a combined course in Humanities and Sciences on the lines suggested in Group VIII by the 1957 Mahabaleshwar Seminar of Headmasters and Education Officers.	(XI—10)
123.	Government should adopt the policy of establishing a large number of vocational high schools of the Vidarbha pattern throughout the State and also encourage private enterprise to start such schools by providing suitable incentives by means of liberal initial grants on equipment, buildings, etc., and also by giving a higher percentage of the expenditure as maintenance grant.	(XI—14)

No.	Recommendation.	Chapter and Paragraph.
124.	Steps should be taken to establish a liaison with the industry so as to ensure the absorption of students finishing the vocational courses in the public and private sectors.	(XI—14)
125.	<p>(i) Schools providing a course in general education leading to the S. S. C. Examination at the end of Std. X (so long as such an examination is retained), should be called "High Schools". Such schools may provide instruction in any standards between Std. V and X.</p> <p>(ii) Schools providing instruction in three languages and three core subjects along with any one of the diversified courses leading to the Higher Secondary Examination at the end of Std. XI should be called "Higher Secondary Schools" (Humanities, Agriculture, Commerce etc.), as the case may be.</p> <p>(iii) Higher Secondary Schools providing instruction in two or more diversified courses leading to the Higher Secondary Examination at the end of Std. XI should be called 'Multi-purpose Schools'.</p> <p>(iv) Schools providing instruction in vocational courses with some general education leading to the S.S.C. Examination at the end of Standard XI should be called "Senior Vocational High Schools". The certificate awarded at the end of the course in such schools should qualify for admission to a polytechnic institute but not to the University.</p> <p>(v) Other vocational schools of the lower type should be called "Junior Vocational Schools".</p>	(XI—15)

XII—Training of teachers.

126.	Such teacher training institutions as are capable of increasing their annual in-take of student-teachers should be encouraged by Government to do so.	(XII—14)
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No.	Recommendation.	Chapter and Paragraph.
127.	More private agencies should be encouraged to start teacher training institutions for secondary teachers.	(XII—15)
128.	Government should not only reimburse the tuition fee at the rate of Rs. 120 per term per student-teacher but in addition should also give a grant of 60 per cent. of the admitted expenditure to a teacher training institution subject to the limit of the net deficit.	(XII—16)
129.	<p>(i) All permanent teachers deputed by their managements should be paid 2/3rds of their salary during the period of training—one half of this expenditure being borne by Government and the other half by the Management. The Management's share should be admissible for grant-in-aid. In return for this assistance the trainees should give an undertaking to serve their schools for a minimum period of 5 years.</p> <p>(ii) All non-permanent teachers with two or more years' service should be paid a stipend (Rs. 50 per month in Bombay and Rs. 40 per month in the Mofussil) by Government. The trainees should be required to serve in a recognised school for a minimum period of 3 years. In default they should be required to refund the amount of the stipend.</p> <p>(iii) A fresher (one not in employ) receiving free training should execute a bond for an amount not exceeding Rs. 250 to serve, in a recognised school for a minimum period of 2 years; in default he/she should be required to pay the amount of Rs. 250 to the College concerned.</p>	(XII—16)
130.	Teacher Training Institutions should hold from time to time (i) refresher courses, (ii) short intensive courses in special subjects, (iii) practical training courses in workshop techniques, and (iv) seminars and professional conferences, for the benefit of trained teachers.	(XII—17)

No.	Recommendation.	Chapter and Paragraph.
131.	The S. T. C. course should be a full-time course of one year's duration.	(XII—18)
132.	In future S. T. C. Classes should be attached to existing teacher training institutes or to secondary schools or higher secondary schools, in continuation of Standard X or XI, as the case may be.	(XII—18)
133.	In future, graduate teachers should not be allowed to take the S. T. C. Examination which should be exclusively meant for undergraduate teachers.	(XII—18)
134.	Primary teachers who have passed the S. S. C. or the Matric Examination with English and/or Hindi should be put through a special course of one year's duration in the teaching of English and/or Hindi. The final details of such a course should be settled by the Department. This course should also be available to teachers in secondary schools.	(XII—19)
135.	The programme of the training of teachers of practical subjects in the diversified courses should be taken up on a permanent basis and the facilities for such training should be multiplied.	(XII—20)
136.	Trainees joining the training courses in practical subjects of diversified courses should be paid a monthly stipend (Rs. 50 per month in Bombay, and Rs. 40 per month in the mofussil) by Government, in addition to their salaries which should be paid by Government, in the case of Government teachers, and by Managements, in the case of non-Government teachers. (The share of the management should be admissible for grant-in-aid).	(XII—20)

XIV—Legislation.

137. Steps should be taken to repeal the Bombay S. S. C. Examination Act, 1948, and if necessary, the relevant portion of the

No.	Recommendation.	Chapter and Paragraph.
	Madhya Pradesh Statutory Bodies (Regional Constitution) Act, 1956, so far as it relates to the Vidarbha Board of Secondary Education.	(XIV—11)
138.	Steps should be taken to bring forward a legislative measure for the constitution of—	
	<p>(1) the State Board of Secondary Education whose functions shall include—</p> <ul style="list-style-type: none"> (a) laying down common policies for secondary education. (b) the maintenance of common educational standards, (c) the formulation of principles of syllabi and curricula for the entire secondary course (for this purpose the Board may appoint Courses Committees consisting of its own members and representatives of the Divisional Boards taking care to see that each region is adequately represented). (d) the prescription of standard requirements for secondary schools. (e) determination of general principles underlying the preparation and prescription of text books and prescribing or publishing language text-books for the examinations conducted by the Board. (f) the appointment of Boards of paper-setters and translators, where necessary, laying down directives for the maintenance of common standards for final examinations to be held at the end of the secondary course for the whole State, taking care to see that each region is adequately represented on every board. (g) the framing of the necessary regulations for the organisation and conduct of final examinations and the admission of students to such examinations. (h) to maintain a statistical and research bureau, and 	

No.	Recommendation.	Chapter and Paragraph.
	(i) to advise Government on questions concerning secondary education referred to it by Government or on its own initiative.	
	The composition of the Board shall be broadly as under :—	
	(1) A full-time and paid Chairman, not lower in rank than a Joint Director of Education (the first appointment may be made by Government and the procedure for the subsequent appointment may be settled later);	
	(2) The Director of Education or his/her nominee;	
	(3) The six Divisional Deputy Directors of Education;	
	(4) The Chairman of the State Board of Primary Education;	
	(5) One representative of each University;	
	(6) One headmaster of a full fledged high school (including higher secondary and multipurpose schools) from each division—to be elected by headmasters from among themselves;	
	(7) One Secondary school teacher from each division—to be elected by such teachers from among themselves;	
	(8) One educational expert—to be nominated by Government from each division, among whom at least one shall be a woman;	
	(9) One principal of a Secondary Teachers' Training College in the State—to be nominated by Government;	
	(10) The Director of Technical Education or his nominee;	
	(11) The Director of Agriculture or his nominee;	
	(12) The Vocational Guidance Officer;	
	(13) The Chief Inspector of Commercial Schools;	
	(14) The Dean, Sir J. J. School of Arts, Bombay;	
	(15) One representative of the school managements from each division—to be elected from among themselves;	

No.	Recommendation.	Chapter and Paragraph.
(16)	One representative of the State Education Council;	
(17)	A full-time and paid Secretary, who should not be lower in status than a Deputy Director of Education.	
(2)	The Divisional Boards, whose functions shall mainly be :—	
	(a) to conduct examinations;	
	(b) to appoint examiners, moderators, supervisors, superintendents etc., for the conduct of the examinations and to declare the results;	
	(c) to admit candidates to the examinations according to the rules made in this behalf by the State Board;	
	(d) to offer advice on regional questions either referred to it by the State Board or by Government or on its own initiative;	
	(e) to maintain a research unit to investigate problems concerning the reform of the examination system;	
	(f) to exercise such functions as may be delegated by the State Board.	
	The composition of the Divisional Boards shall be broadly as under :—	
(1)	The Chairman who should be the Divisional Deputy Director of Education of the Division concerned;	
(2)	Three District Educational Officers, including a woman (preferably the Inspectress of the Division);	
(3)	Five Head Masters of full-fledged high schools in the division (of whom at least one should be the head of a higher secondary school)—to be elected by headmasters from among themselves;	
(4)	Five secondary school teachers in the Division—to be elected from among themselves;	

No.	Recommendation	Chapter and Paragraph.
	<p>(5) Three representatives of school managements in the division—to be elected from among themselves;</p> <p>(6) Two educationists—to be nominated by Government;</p> <p>(7) One nominee each of the Director of Agriculture, the Vocational Guidance Officer, the Director of Technical Education, the Chief Inspector of Commercial Schools, and the Dean, Sir J. J. School of Arts, Bombay;</p> <p>(8) One head of a secondary teachers' training college in the division—to be nominated by Government;</p> <p>(9) One expert in Home Science—to be nominated by Government;</p> <p>(10) One representative of each of the regional universities in the division, but if there is only one such University in the division it should send two representatives;</p> <p>(11) A paid and full-time Secretary who should not be lower in rank than a District Educational Officer.</p>	(XIV—11)
139.	<p>Suitable arrangements should be devised (i) for the maintenance of a uniform level of assessment of scripts for the whole State, (ii) for determining the first three top numbers in each subject for the award of State-wise prizes, scholarships, and (iii) for similar other matters, in consultation with the Director of Education, the S. S. C. Examination Board and the Vidarbha Board of Secondary Education, generally on the lines indicated by the Committee.</p>	(XIV—11)
140.	<p>The examination fee levied by the State Board of Secondary Education should be at a uniform rate for the whole State, doing away with the different rates at present charged. The income from examination fees, supply of statements of marks, copies of certificates etc. and the royalties</p>	

No.	Recommendation.	Chapter and Paragraph.
	<p>on the sale of Publications of the Board etc. may be credited to the funds of the State Board in the first instance. The State Board should be authorised to approve and sanction the budgets and supplementary budgets framed by Divisional Boards and to place at the disposal of each Board such allotments as may be necessary to meet the expenditure, the over-all deficit, if any, in the accounts of the State and the Divisional Boards being made good by Government by the payment of the necessary grant-in-aid after the audit of the accounts of the State and Divisional Boards.</p>	(XIV—11)
141.	<p>The State Board of Secondary Education and the Divisional Boards should be empowered to set up Committees and to co-opt members, if necessary, for the efficient conduct of their work.</p>	(XIV—11)
142.	<p>Provision should be made in the Bill which may be brought forward for this purpose to treat the essential personnel employed in connection with the actual conduct of the Public examinations organised by the Boards as "public servants" for such period as may be determined by the Chairman of each Divisional Board.</p>	(XIV—11)
143.	<p>Schools charging fees at lower rates in some of the new regions such as Saurashtra etc. may be held eligible for grants at enhanced rates to cover the whole deficit in their accounts.</p>	(XV—7)

XV—Miscellaneous.

APPENDIX "A".

Integration Committee :
Formation of the —

GOVERNMENT OF BOMBAY.

EDUCATION DEPARTMENT.

Resolution No. LCR. 1057-E.

Old Secretariat, Bombay, 16th January, 1953.

Letter No. S-49(b)-202-C, dated the 20th March, 1957 from the Director of Education, Bombay State, Poona.

RESOLUTION.—The rules governing the recognition and grant-in-aid to non-Government Secondary schools and the practices and conventions followed in this connection in the different areas of the new composite Bombay State are different. The position is that Vidarbha and Saurashtra have a regular Code of their own, Marathwada has prescribed rules for grant-in-aid to the educational institutions in its areas and Kutch has no Code as such but follows generally the Bombay Government rules. The question of evolving a uniform code to govern all the non-Government secondary schools in the State is a complex one and has to be considered in all its aspects. Government is accordingly pleased to direct that an Integration Committee consisting of the following personnel should be appointed for the purpose :—

1. Shri L. R. Desai, B.A., B.T., T.D. (Lond.), Principal, A. G. Teachers College, Ahmedabad. (Chairman).
2. Dr. G. S. Khair, M.A., Ph. D., M.L.C., 624, Sadashiv Peth, Poona.
3. Shri B. M. Deshmukh, C/o Shri Shivaji Education Society, Amravati, Vidarbha.
4. Shri Harbhai Trivedi, President, Niyamak, Bhavnagar, Saurashtra.
5. B. P. Ganjwe, Holi, Nanded Marathwada.
6. Shri S. A. Rauf, Principal, S. T. College, Bombay.
7. Shri Y. D. Khan. (Member-Secretary).

2. The terms of reference for the aforesaid Committee should be as specified below, namely :—

(a) To survey the existing provision of educational facilities in the different regions of the State at the Secondary stage and to make proposals for bringing the different areas of the State to a common level of development ;

(b) To survey the existing patterns of educational administration at the Secondary Stage in the different regions of the State and to make proposals for their integration ;

(c) To examine the different educational codes and administrative practices (including problems of rates of fees, scholarships, stipends, pay-scales of teachers and grant-in-aid) at the secondary stage and to make proposals for

the introduction of uniform code and administrative procedure for the State as a whole ;

(d) To examine the existing syllabuses for Secondary Schools in the different regions of the State and to suggest a programme for the adoption of a uniform syllabus in the State as a whole ; and

(e) Generally to make proposals for evolving a uniform but flexible system of Secondary Education which will be in the line with general educational development in the country.

3. It will not be possible to adopt immediately any proposed uniform pattern of education in all the areas of the State. It may, therefore, be necessary to frame a detailed programme separately for each area of the Vidarbha, Saurashtra, Marathwada and Kutch and also to make suitable concessions during the transitional period. The Integration Committee should, therefore, be requested to examine this problem and to propose for the consideration of Government detailed programmes of development for (i) Saurashtra (ii) Kutch (iii) Vidarbha (iv) Marathwada and (v) the Bombay State areas prior to reorganisation (excluding Karnatak Districts) until the proposed uniform pattern is fully introduced in the respective areas.

4. Government is also pleased to create a full time post of Secretary in B.E.S. Class I in connection with the Integration Committee, for a period of four months, in the first instance, with effect from the date the incumbent to the post takes over the charge of that post and to appoint Shri Y. D. Khan, retired Deputy Director of Education, Bombay State, Poona thereto. His pay during the period of re-employment should be regulated in accordance with the orders contained in Government Resolution, Finance Department, No. RES-1053, dated 23rd July 1954. The requisite notification regarding the re-employment of Shri Y. D. Khan should be published in the *Bombay Government Gazette*. He should also be held eligible to draw travelling allowance and dearness allowance and such other allowances as are admissible under the rules.

5. Sanction is also accorded to the creation of the following temporary posts in connection with the Integration Committee for a period of four months, in the first instance, with effect from the dates on which the incumbents to those posts are appointed :—

1. One post of a Steno-Typist in the scale of Rs. 46—3—85—EB—4—125 5—130 with shorthand allowance.

2. One post of class IV servant in the scale of Rs. 30—1/2—35.

They should be held eligible to draw such allowances as are admissible under the rules.

6. The Integration Committee should be treated as a State Committee for the purpose of eligibility of its non-official members to draw travelling allowance and daily allowance and the Secretary of the Committee should be the drawing and disbursing officer for expenditure in connection with the activities of the Committee and also the countersigning authority in respect of travelling allowance bills of non-official members of the Committee. The expenditure in connection with the Committee during the current financial year should be debited to the budget head "37-Education—E-General—R—Misc. (2) Other Communities-R (2) Other Grants" and should be met from the sanctioned grants under "37-Education" by re-appropriation. The extra expenditure during the next financial year should be debited to the aforesaid head and met from the grants that would be provided under the head "37-Education" during that year.

7. The Committee should be requested to submit its report by the end of May 1958, at the latest.

By order and in the name of the Governor of Bombay.

(Signed) P. SETUMADHAV RAO,
Deputy Secretary to the Government of Bombay,
Education Department.

To

The Director of Education, Poona, etc. etc. etc.,

APPENDIX "B".

No. ICSE/3-C.

INTEGRATION COMMITTEE FOR SECONDARY
EDUCATION, C/o THE DIRECTOR OF EDUCATION,
BOMBAY STATE,

Poona 1, 26th May, 1958.
Jyaistha 5, 1880. (Saka).

FROM

SHRI L. R. DESAI,

Chairman, Integration Committee for Secondary Education.

To

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SIR,

The Government of Bombay have appointed the Integration Committee for Secondary Education consisting of seven members (list given at the end of the letter) :—

(a) to survey the existing provision of educational facilities in the different regions of the State at the Secondary stage and to make proposals for bringing the different areas of the State to a common level of development ;

(b) to survey the existing patterns of the educational administration at the Secondary stage in the different regions of the State and to make proposals for their integration ;

(c) to examine the different educational codes and administrative practices (including problems of rates of fees, scholarships, stipends, pay-scales of teachers and grant-in-aid, at the Secondary stage and to make proposals for the introduction of a uniform code and administrative procedure for the State as a whole ;

(d) to examine the existing syllabuses for Secondary schools in the different regions of the State and to suggest a programme for the adoption of a uniform syllabus in the State as a whole; and

(e) generally to make proposals for evolving a uniform but flexible system of Secondary education which will be in line with the general education development in the country.

2. Government have directed that, as it will not be possible to adopt immediately any proposed uniform pattern of education in all the regions of the State, a detailed programme should be formulated separately for each region leading to a uniform pattern after the necessary transitional period. The Committee has accordingly been asked to examine the problems and to propose detailed programmes of development for (i) Saurashtra, (ii) Kutch, (iii) Vidarbha, (iv) Marathwada and (v) the Pre-integration Bombay State area, until the proposed uniform pattern is fully introduced in the respective regions.

3. With a view to eliciting public opinion on, and, in particular, ascertaining the reactions of educationists and those interested in education to, the several problems which are the subject of enquiry by the Committee, a questionnaire has been prepared by the Committee a copy of which is enclosed for your perusal. You are earnestly requested to extend your co-operation by supplying the necessary information and expressing your opinions on the points raised therein. In the case of Associations, Societies and Bodies of a similar nature, it is hoped that their replies will be sent after a collective deliberation by the bodies concerned so as to ensure a representative character to the views expressed. The Committee's work will be greatly facilitated if the following instructions are kindly observed carefully in replying to the questionnaire :—

(a) You may reply to those questions only in which you are interested or about which you have special remarks to make.

(b) In your reply kindly quote the number of the Section and of the question concerned for facility of reference.

(c) Separate sheets of paper may kindly be used for replies to each section in addition to the specimen blank forms supplied herewith.

(d) The region (i.e. Vidarbha, Marathwada, Saurashtra and Kutch and the Pre-integration Bombay State area) to which your reply relates, may kindly be specified at the top of your reply to each section. If no region is specified, it will be assumed that the reply is of a general nature.

4. Your reply may kindly be sent on or before 30th June, 1958 to the following address :—

SHRI Y. D. KHAN,

Member-Secretary,

Integration Committee for Secondary Education,

C/o The Director of Education, Central Buildings, Poona-1.

Yours faithfully,

L. R. DESAI,

Chairman,
Integration Committee for
Secondary Education.

List of the Members of the Integration Committee for Secondary Education.

- (1) Shri L. R. Desai, B.A., B.T., T.D. (Lond.) Principal, A. G. Teachers' College, Ahmedabad 9 (Chairman).
- (2) Dr. G. S. Khair, M.A., Ph. D., M.L.C., 624, Sadashiv Peth, Poona 2.
- (3) Shri B. M. Deshmukh, C/o Shri Shivaji Education Society, Amravati, Vidarbha.
- (4) Shri Harbhai Trivedi, President, Niyamak Bhavnagar, Saurashtra.
- (5) Shri B. R. Ganjwe, Holi, Nanded, Marathwada.
- (6) Shri S. A. Rauf, Principal, S. T. College, Bombay.
- (7) Shri Y. D. Khan (Member-Secretary).

GOVERNMENT OF BOMBAY**DEPARTMENT OF EDUCATION****INTEGRATION COMMITTEE FOR SECONDARY EDUCATION,
BOMBAY STATE****QUESTIONNAIRE****SECTION I****ORGANISATIONAL PATTERN OF EDUCATION, INCLUDING THE
SCHEME OF SCHOOL CLASSES, SYLLABI, TEXT-BOOKS, ETC.**

Note.—Schedule 'A' appended to the questionnaire summarises the scheme of school classes at the Primary and Secondary stages in the five main regions of the reorganised Bombay State, along with the pattern suggested by the Central Government.

1. (a) Are you in favour of a uniform educational pattern in all the regions of the reorganised Bombay State conforming generally to the All India pattern as recommended by the Central Government ?

(b) Do you advocate regional or local variations, if any ?

(c) If so, define the nature of such variations.

(d) What are your reasons ?

(e) What should be the duration of the entire school course—10 years, 11 years or 12 years—

(i) with a 4 years' University course as at present,

(ii) with a 3 years' integrated degree course as proposed ?

(f) Are you in favour of two Public Examinations—

(i) at the lower level, and

(ii) at the higher level ?

(g) What should be the terminal points at which the two examinations should be held?

(h) What should be the interval between two such examinations?

2. (a) With a view to having a uniform educational pattern for the whole State, what are your suggestions with regard to the duration of the following stages :—

(i) the Primary or the Basic stage,

(ii) the Secondary (High School) stage (pre-supposing a 4 years' degree course),

(iii) the Secondary (Higher) stage (pre-supposing a 3 years' integrated degree course)?

(b) Have you any other suggestions to make with regard to the various stages?

(c) What are your suggestions with regard to the division of the entire school course into (i) the Primary and (ii) the Secondary stages and the duration of each stage, after taking into consideration the set-up in Schedule 'A' so far as it relates specifically to your region?

(d) What are your suggestions about the sub-divisions, if any, of the Primary and Secondary stages, bearing in mind the duration of the entire school course on which your views have been invited under 1(e) above?

(e) What standards constitute the Middle stage, if any, in your region?

(f) Is the Middle stage common to Primary and Secondary schools?

(g) Is the syllabus at this stage identical in either type of school?

(h) If not, in what respects does the syllabus of the Middle stage in a Primary school differ from that in a Secondary school?

(i) Is there duplication and overlapping in this arrangement?

(j) If so, what are your suggestions to eliminate it?

(k) Have you any suggestions with regard to the reorganisation of the Middle stage?

3. Do you suggest any changes in the existing syllabus for Secondary schools in your area? Please indicate the main changes and the reasons therefor.

4. (a) Do you think that the syllabus for Secondary schools in the rural areas should differ materially from that in the Urban areas?

(b) If so, indicate the lines of such differentiation and the reasons therefor.

5. (a) In what standard should the teaching of Hindi begin and what are your reasons for this view?

(b) In what standard should the teaching of English begin and what are your reasons for this view?

(c) Do you think that the teaching of Hindi should be obligatory up to the top standard, with option to offer or drop it at the final public examination/s at the end of the course?

(d) Do you think that the teaching of English should be obligatory up to the top standard with option to offer or drop it at the final public examination/s at the end of the course?

6. (a) Are you in favour of a different syllabus for Girls' Secondary schools; if so, please indicate the broad outline.

(b) Do you suggest any special provision for additional subjects in lieu of certain subjects for girls studying in Boys' schools?

7. A complaint often heard is that the standard of Secondary education has deteriorated.

(a) Do you subscribe to this view?

(b) If so, what in your opinion, are the reasons therefor?

(c) What remedial measures would you suggest?

8. With the resources in personnel etc., at present available—

(a) what, in your opinion, should be the optimum strength of a Secondary school class—

* (i) Stds. V-VII,

(ii) Stds. VIII-X.

(iii) Std. XI?

(b) the floor space per pupil?

(c) the maximum number of divisions to be allowed under each standard
and

(d) the maximum strength of a school as a whole?

9. (a) What is the machinery for sanctioning text-books in your region and what improvement would you suggest therein?

(b) Should there be a common list of sanctioned text-books for the whole State with adequate discretion for the head of the school for choice from a wide list?

10. With the cost of education at the present level, what measures would you suggest (a) to reduce the prices of school books and (b) for the free supply of books or at concession prices to poor pupils?

11. What should be the minimum period for which text-books should be prescribed?

12. (a) What features of the Secondary stage in your region deserve to be retained in any new scheme which may be introduced? and

(b) Why?

13. Have you any other suggestions to make with regard to the topics dealt with in this Section?

SECTION II

PROVISION OF EDUCATIONAL FACILITIES

14. (i) (a) Do you consider that educational provision is adequate in the urban area?

* Assuming that these standards are included in the Secondary stage.

(b) If not, what are the reasons for it?

(c) In certain urban areas there is overcrowding and yet new schools are not coming up. What should be done to encourage the starting of new schools in such areas?

(ii) (a) Do you consider that educational provision is adequate and equitably distributed in the rural area?

(b) If not, what are the reasons for it?

(iii) (a) Is there any area in your region which has special natural disadvantages and, therefore, requires special attention?

(b) If so, please specify the area and the special measures you suggest for the area.

(iv) (a) Is there adequate provision for Secondary education in the industrial area of your region?

(b) If not, what special measures should be adopted to encourage the starting of Secondary schools in such area?

15. (a) Do you consider that private enterprise is playing its role adequately in the field of Secondary education in your area?

(b) If not, what are the reasons? and

(c) What are your suggestions for bringing private enterprise in an increasing measure into the field?

16. (a) What non-Government agencies in the field of Secondary education exist in your area? Please give a list of such agencies, their nature, their standing, financial position and the number of Secondary institutions they conduct.

(b) Which of these agencies are in a position to start new schools?

(c) What special facilities should be given to encourage them to start new institutions?

17. Please give a list of places in your area where there is a need for a Secondary school and where one will develop, if established.

18. (a) With regard to Multi-purpose schools, please state—

(i) whether they are popular with the pupils?

(ii) whether they are popular with the guardians?

(iii) whether the classes in such schools are full?

(iv) which subjects are popular in Multi-purpose schools?

(v) what other subjects would be suitable according to local requirements?

(b) Do Multi-purpose schools in your region follow broadly the syllabi for Higher Secondary schools issued by the All India Council for Secondary Education? or

(c) Do they follow other syllabi?

(d) If so, in what respects do such syllabi differ from those in—

(i) Ordinary High Schools, and

(ii) Vocational or Technical High Schools?

19. (a) What different types of Agricultural/Home Science/Vocational and/or Technical High Schools preparing for the S. S. C. Examination exist in your area ?

(b) Do they serve a real need ?

(c) Which type of such schools has not been successful, and why ?

20. (a) Is the number of Girls' Secondary schools in your area adequate ?

(b) If not, is it due to want of demand or want of provision ?

(c) Would you recommend any special measures to induce private enterprise to play its role adequately in this field ?

(d) What should be such special measures ?

21. (a) Are you in favour of co-education at the Secondary stage in your area ?

(b) If you favour co-education, suggest conditions and safeguards to promote it.

22. What special facilities should be offered to encourage girls to take to Secondary education ?

23. Have you any other suggestions to make with regard to the provision of educational facilities ?

SECTION III

A. TEACHER TRAINING

AND

B. (i) HOLIDAYS AND VACATIONS

(ii) SCHOOL WORKING HOURS AND DAYS

(iii) WORK-LOAD PER TEACHER, ETC.

A. Teacher Training.

24. What are your proposals for increasing the facilities for the training of Secondary school teachers—

(a) Government institutions for the training of—

(i) Graduates.

(ii) Under-graduates.

(b) Non-Government institutions for the training of—

(i) Graduates.

(ii) Under-graduates ?

25. At what centres are additional facilities possible ?

26. Name the Non-Government agencies in your region, if any, which are capable of starting such institutions and will be willing to do so.

27. (a) What is the extent of the deficit in the budgets of Non-Government Secondary Training Institutions in your area ?

(b) What reasonable scale of grant-in-aid do you propose for such institutions ?

28. (a) Are there enough women applicants for admission to Training Institutions ?

(b) If not, what are the reasons ?

(c) Are any women applicants refused admission for want of seats ?

(d) What incentives should be offered to women teachers for getting themselves trained ?

29. (a) What emergency measures would you propose to provide short-term training courses prior to regular training in the case of untrained teachers ?

(b) Do you consider that short orientation courses are essential for untrained teachers before their initial appointment in schools ?

(c) What provision do you recommend for such courses ?

30. (a) What minimum period would you propose during which every untrained teacher should get trained ?

(b) What measures would you suggest to eliminate untrained teachers who fail to get trained within the prescribed period ?

31. (a) Do you think that the syllabi for the training of—

(i) Graduates, and

(ii) Under-graduates—

in your region are adequate for providing professional training of the required standard ?

(b) If not, what changes of a broad nature would you suggest ?

B. (i) Holidays and Vacations,

(ii) School working hours and days.

(iii) Work-load per teacher.

32. (a) What is the average total number of actual working days in Secondary schools in your area ?

(b) Out of 313 days in a year (omitting 52 Sundays) what maximum number of holidays (including vacations) would you prescribe in the interest of efficiency of Secondary schools ?

33. (i) Will you suggest any modifications in the existing rules in your region with regard to—

(a) the total number of working hours per week for the school,

(b) the total number of hours of attendance for school teachers on the school premises,

(c) the total number of teaching hours per teacher per week,

(d) preferential treatment to teachers of certain subjects in point of working hours per week ?

(ii) Is there a need for giving relief to teachers in schools where unduly large classes have to be permitted owing to the force of circumstances?

(iii) If so, what should be the nature of such relief?

34. (a) Should the number of teachers in a school be calculated on the basis of a teacher-Class Ratio?

(b) if so, what should be such ratio for the following types of schools :—

- (i) Schools with an enrolment up to 300.
- (ii) Schools with an enrolment between 301-500.
- (iii) Schools with an enrolment between 501-1000.
- (iv) Schools with an enrolment over 1000?

or

(c) Should the number of teachers be calculated on the basis of a Pupil-Teacher Ratio?

(d) If so, what should be such ratio for the above types of schools?

35. Should it be made obligatory on all Secondary Schools to work for 3½ days per week?

36. Should the dates of the beginning and end of terms and vacations in a region be prescribed by the Department or should they be left to the school?

37. Have you any suggestions to make with regard to the beginning and end of the school year, vacations and terms?

38. Have you any other suggestions to make with regard to the topics dealt with in this Section?

SECTION IV

PAY-SCALES FOR THE TEACHING PERSONNEL AND OTHER SERVICE CONDITIONS

39. (a) What, in your opinion, should be the *minimum basic pay-scales* for full-time Secondary school teachers of the following categories :—

A. (i) Matriculate or S. L. C., or S. S. C., or an equivalent qualification.
(ii) Matriculate or S. L. C., or S. S. C. or an equivalent qualification with the S. T. C. or T. D. or an equivalent qualification.

B. (i) Intermediate or an equivalent qualification.
(ii) Intermediate or an equivalent qualification with the S. T. C. or T. D. or an equivalent qualification.

C. (i) Graduate.
(ii) Graduate with the S. T. C., T. D. or an equivalent qualification.
(iii) Graduate with B. T. or an equivalent qualification?

(b) What are your grounds for proposing the above scales?

(c) Should there be a common salary scale for all Head Masters irrespective of the sizes of the schools?

Or

(d) Should there be different salary scales for Head Masters according to the sizes of the schools?

(e) In the latter case what scales would you propose for—

- (i) a large-sized school with an enrolment of 1000 and above.
- (ii) a medium-sized school with an enrolment between 500-1000.
- (iii) a small-sized school with an enrolment below 500?

(f) If you prefer only one scale for Head Masters what basic salary scale do you propose?

(g) Do you prefer special allowances instead of separate salary scales for Head Masters of the above categories?

(h) If so, what rates of allowances do you propose?

40. Do you think that House Rent or Compensatory Local Allowances should be granted in addition to the pay in the basic minimum scales to the same extent and in the same localities as in the case of similar classes of Government servants?

41. What concessions, in your opinion would attract good Secondary teachers to serve in the rural areas?

42. (a) Are teachers paid higher scales of pay or advance increments if they improve their qualifications while in service?

(b) If not, what are the difficulties in paying them an appropriate scale of pay or an appropriate number of increments?

(c) Is it desirable and financially feasible to pay appropriate scales of pay or an appropriate number of increments in such cases as and when teachers improve their qualifications while in service?

(d) Is it desirable to place a limit on the highest Post-Graduate qualifications (both academic and professional) up to which teachers, if they obtain such qualifications while in service, may be allowed a higher scale of pay or an appropriate number of advance increments?

43. Do you consider it desirable to have identical pay-scales for teachers in Government and non-Government schools (including those for Heads of schools)?

44. For what sizes of schools (number of classes, number of pupils etc.) do you consider a Joint Head Master and/or a Supervisor/s necessary to help the Head of the school?

45. (a) How do you account for the widespread evil of private tuition?

(b) Do you agree with the recommendation of the Secondary Education (Mudaliar) Commission to abolish the practice of private tuition?

(c) In what cases would you recommend exceptions?

(d) What should be the maximum number of hours and of pupils per day for each teacher who may be permitted to give private tuition?

46. Which of the following do you prefer as old-age provision for teachers—

- (a) Pension (at what rate), or
- (b) Contributory Provident Fund (at what rate), or.
- (c) Lump-sum gratuity (at what rate), or
- (d) Pension-cum-Provident Fund-cum-Insurance Scheme (as recommended by the Mudaliar Commission)?

47. In the case of teachers with Post-graduate degrees or equivalent qualifications teaching the upper classes in Higher Secondary schools, would you suggest—

- (a) advance increments in the ordinary scales of pay for Secondary teachers,
- (b) if so how many ? or
- (c) separate higher scales of pay,
- (d) if so, what ?

48. (a) Should there be separate scales of pay for women teachers ?

- (b) If so, why ?
- (c) What should such scales be ?
- (d) How long should such differentiation continue ?

49. On what basis should the pay of the existing teachers be fixed in any new basic scales which may be prescribed ?

50. (a) What should be the rates of Dearness Allowance paid to teachers ?

(b) What should be the contribution of Government towards the expenditure on this account ?

51. (a) What are your suggestions to ensure that the head of a school is associated with the selection of the staff ?

(b) Do you consider it desirable and practicable to associate the Educational Department also with the selection of the school staff ?

(c) If so, in what way ?

52. (a) What allowance (full pay, half pay, stipend, etc.) do you recommend for teachers already in service during their period of training ?

(b) What minimum period of service should entitle a teacher to such allowance ?

(c) State the amount if you recommend a stipend for—

- (i) Graduate teachers,
- (ii) Under-Graduate teachers, and
- (iii) Teachers of special subjects such as Craft, Music etc.

(d) What provision should be made for fresh trainees (other than teachers already in service)—

- (i) a stipend, or
- (ii) a scholarship, or
- (iii) an interest-free loan,

by Government ?

(e) if so, what should be the amount in each case and the period of repayment in case an interest-free loan is granted ?

(f) What should be the contribution of Government towards the expenditure on the grant of full pay, half pay, etc., in the case of (a) above ?

53. What changes, if any, do you suggest in the conditions of service (other than pay-scales) of teachers in respect of—

- (i) the manner and method of appointment,
- (ii) probation and confirmation,

- (iii) leave,
- (iv) Superannuation,
- (v) discipline,
- (vi) imposition of disciplinary measures including penalties of various types such as withholding of increments, termination of appointment, dismissal, etc.?

[Vide Rules 65-79 of the Grant-in-aid Code for Schools and Colleges (Revised) issued by the Bombay State Government].

54. (a) Are you in favour of the establishment of Arbitration Boards or Committees to look into appeals and grievances of teachers?

(b) If so, what should be the personnel of such Boards?

55. What basic scales of pay and allowances do you propose for the non-teaching personnel in schools in your region such as :—

- (i) Clerks,
- (ii) Librarians, and
- (iii) Peons, hamals, etc.?

56. Have you any other suggestions to offer for improving the service conditions of teachers?

SECTION V

SCHOOL FEES

57. (a) Do you advocate uniform rates of tuition fees for all areas, whether rural or urban?

(b) If you advocate different rates, what should be the minimum tuition fees for—

Area	Standards						
	*V	*VI	*VII	VIII	IX	X	XI
Rural	...						
Urban	...						
Bombay							

* Assuming that these standards are included in the Secondary stage.

58. What should be the minimum transitional period during which uniformity in tuition fee rates should be achieved in your region?

59. (a) What should be the maximum rates of fees which aided schools should be allowed to charge?

(b) Under what conditions should they be allowed to do so? or

(c) Would you recommend common uniform tuition fee rates for all schools in each of the above categories without providing for any upper or lower limit?

60. (a) What changes do you propose in the present practice of charging admission fees, term fees amalgamated fund fees or similar fees?

(b) If term fees or amalgamated fund fees are to be retained, what items of expenditure should be allowed to be debited to the income from this source?

61. What should be the obligatory minimum percentage of freestudentships to be provided by Secondary schools from their own resources for poor and deserving pupils?

62. (a) What special concessions in fee rates etc., are allowed to different classes of pupils in your region apart from those intended for Scheduled Castes and Tribes, Backwards classes, etc.

(b) What is the approximate percentage of pupils to the total number of pupils in your region receiving free or partially free education under such concessions?

(c) What should be the minimum transitional period during which such special concessions should be brought into line with those normally available in the rest of the State and the manner and method of doing so?

63. In order that deserving and poor pupils should not go without Secondary Education, what percentage of free places from public funds should be made available to them in schools?

64. What other suggestions have you to offer on the topics dealt with in this Section?

SECTION VI

ADMINISTRATIVE ORGANISATION.

(A) Associations, etc., conducting schools.

65. Please give the following information with regard to the important Societies or Associations conducting Secondary schools in your region:—

Name of the district.	Name of the Society.	Total number of Secondary schools conducted.	Total number of pupils in such schools.	Total number of teachers employed.
1	2	3	4	5

66. (a) What is the nature and composition of the governing and managing bodies of the parent institutions?

(b) What is the nature and composition of the School Committees, if any?

(c) Are the Head Masters represented on (a) and/or (b) above?

(d) Is there representation for the teaching staff on the managing committees of the schools?

67. Do you think that the head of a school managed by such bodies has an effective voice in the internal working of the school?

68. (a) Is there undue interference of the management in the internal working of the schools?

(b) If so, what is the nature of such interference?

(c) What are your suggestions to prevent it?

69. (a) What are your views regarding the management of schools conducted by Municipalities and local bodies?

(b) What suggestions do you offer with regard to their management?

(G.C.P.) L-B Na 1177—22a

70. (a) Are there any schools conducted by teacher—life members in your region?

(b) What is your experience about their working?

71. What constitutional and organisational pattern would you recommend for the governing or managing bodies of Societies and the School Committees conducting Secondary schools so as to ensure the unfettered development of secondary schools on right lines?

(B) Departmental Administrative Machinery

72. (a) Is there undue delay in the disposal of questions in the existing administrative set-up in your region?

(b) If so, what are the causes thereof and what remedies would you suggest?

73. The following table indicates briefly the administrative set-up in the 5 regions of the State :—

Region.	Controlling Officer.	Class of service.	Jurisdiction.	Inspecting Agency.
Old State.	Bombay Educational Spector.	In. I	District	Educational In-spector (Class I).
Vidarbha	Divisional Superintendent of Education.	I	Division.—One or two or three districts as the case may be.	Divisional Superintendent of Education (Class I). Inspectress of Girls' Schools (Class I) for Girls' Schools. For Indian English Middle Schools— District Inspector of Schools (Class II).
Marathwada	Regional Dy. Director of Education.	I	Whole of Marathwada.	Dy. Director of Education (Class I) Inspector of Schools (Class II) for Middle schools. Asstt. Inspectress of Girls' Schools (Class II) for Middle schools for girls.
Saurashtra	Regional Dy. Director of Education.	I	Whole of Saurashtra.	District Educational Inspector (Class II). Asstt. Inspectress of Girls' Schools (Class II) for Girls' Schools
Kutch	Special Officer (Education).	I (at present held by a Class II Officer).	District Kutch	Special Officer (Education), Kutch.

(a) Which of the above patterns do you suggest as suitable for the whole Bombay State?

(b) Have you any modifications to suggest therein?

(c) If so, what?

(d) Please give reasons for your opinion.

74. In the interest of efficiency of administration as well as decentralisation, which Officer should be vested with powers in the following matters :—

(i) Initial recognition of Middle Schools.

(ii) Initial recognition of High Schools,

(iii) Initial recognition of Vocational or Multi-purpose schools.

(iv) Payment of the initial grant to aided Middle schools, High schools, Vocational or Multi-purpose schools,

(v) Payment of grants for subsequent years in such cases,

(vi) Imposition of penalties,

(vii) Approval of cases involving removal or dismissal of teachers by school managements, and

(viii) Appellate powers?

75. (a) Do the school authorities have any difficulties in their relations and dealings with the Educational Officers?

(b) If so, what is the nature of such difficulties?

(c) What are your suggestions to eliminate them?

76. (a) Are schools inspected every year in your region?

(b) If not, what was the interval between the last two inspections?

(c) What is the frequency of school visits by the Inspecting Officers?

77. (a) Do you think that selected Heads of Schools and senior teachers of repute who have specialised in certain subjects should be associated with a full-dress school inspection?

(b) If so, what machinery would you suggest for the selection of a panel for this purpose?

78. How often should schools be (a) visited and (b) inspected per year?

79. Should full-dress inspections as contemplated in item 77 above be held every year, or every 2 years or every 3 years?

80. What other measures would you suggest to render the work of the inspectorate effective, comprehensive and constructive?

81. (a) What are your suggestions with regard to a special inspectorate for special subjects such as Crafts, Music, Domestic Science, Physical Education etc.?

(b) Should such inspections be held along with the normal schools inspection, or

(c) at different times?

82. (a) It has been represented to the Committee that there has been far too much centralisation of powers in the hands of the Departmental Officers

in connection with the working of the schools, thus depriving them of their legitimate freedom to develop on proper lines. To what extent is this complaint wellfounded?

(b) What specific powers would you recommend which schools should be free to exercise?

83. (a) What are your views regarding the creation of a Board of Secondary education for the State as a whole?

(b) What should be its nature—advisory or statutory?

(c) What should be its functions—

(i) holding examinations during and/or at the end of the secondary stage,

(ii) prescribing syllabi, text-books, etc., for all stages of Secondary education,

(iii) prescribing syllabi only for the examinations,

(iv) recognising Secondary schools,

(v) inspecting Secondary schools?

(d) What should be its composition and what interests should be represented on it and in what numbers?

(e) Should it have rule making powers in connection with Grant-in-aid Code?

84. Are you in favour of the Board having regional Committees for specific functions in view of the large size of the State?

85. (a) Do you advocate the creation of independent regional Boards in the State?

(b) What are the advantages of such independent regional Boards over the machinery contemplated under questions Nos. 83 and 84 above?

86. Have you any other suggestions with regard to the topics dealt with in this Section?

SECTION VII

SCHOOL FINANCE

(including conditions of grant-in-aid, recognition etc.)

Note.—Schedule 'B' appended to this questionnaire summarises briefly the bases of grant-in-aid for Secondary schools in the five main regions of the State.

87. (a) Do non-Government schools in your region of the following sizes have, under the present system of grant-in-aid, (i) a surplus of income, or (ii) a deficit or (iii) a balanced budget, so far as their annual recurring expenditure is concerned :—

Size of Schools.	Surplus	Deficit	Balanced Budget.
(i) Schools with an enrolment upto 300	...		
(ii) Schools with an enrolment between 301 and 500	...		
(iii) Schools with an enrolment between 501 and 1000	...		
(iv) Schools with an enrolment over 1000?	...		

(b) If possible give the approximate number of schools in the above categories.

88. Taking into account the resources available to the schools and their financial liability of a recurring nature, what is likely to be the financial position of the schools in the categories mentioned in question No. 87 above, during the next 5 years, particularly of those schools which have at present a balanced or a surplus budget?

89. (a) What are the main sources of income available to schools in your region?

(b) Taking schools of the sizes indicated in question No. 87 above as a basis, what approximately is the percentage of income to the total income of a school under the following heads :—

Head.	Percentage to total income per annum.			
	Size : (i)	(ii)	(iii)	(iv)
(1) Fees	...			
(2) Grant-in-aid—				
(a) Government	...			
(b) Local bodies	...			
(3) Donations and subscriptions	...			
(4) Income from permanent funds or investments, if any.	...			
(5) Miscellaneous sources	...			
(6) Contribution of the school management to meet the deficit.	...			
Total	...			

90. Taking schools of the sizes indicated in question No. 87 as a basis, what approximately is the percentage of annual recurring expenditure to the total expenditure of a school under the following heads —

Head.	Percentage to the total annual recurring school expenditure per annum.			
	Size : (i)	(ii)	(iii)	(iv)
(1) Staff salaries—				
(i) teaching	...			
(ii) non-teaching	...			
(2) Allowances, (D. A., House Rent, Local Allowance and any other allowance).	...			
(3) Contingencies	...			
(4) Library and Reading room	...			
(5) Laboratory consumable etc	...			
(6) Educational equipment including replacement of furniture etc.	...			
(7) Repairs to Buildings/furniture etc.	...			
(8) Miscellaneous	...			
Total	...			

91. What are the different ways in which schools tackle the problem of meeting the deficit, if any?

92. What is the effect of deficit budgets on the salaries and tenure of service of teachers and the size of the teaching staff?

93. (a) What is the approximate percentage of schools in your region which have Reserve Funds?

(b) What are the minimum and maximum amounts of such funds and how are they invested?

94. (a) Which of the following bases for grant-in-aid would you prefer in the case of non-Government schools—

(1) Salaries grants.

(2) Deficit grants.

(3) Capitation grants.

(4) Percentage of total approved school expenditure.

(5) A combination of any of the above.

(6) Any other basis?

(b) Please give reasons for your choice

(c) What should be the rate of grant under any of the above methods preferred by you?

(d) What are your reasons therefore?

95. (a) Would you prefer a Block grant?

(b) If so, on what basis should such grant be fixed?

and

(c) For what period?

96. (a) What should be the minimum transitional period during which a uniform and common basis of grant-in-aid should be gradually brought into force in your region; and the manner and method of doing so?

(b) Please give reasons for your reply.

97. (a) To guard against excessive expenditure, would you recommend ceilings on major items of school expenditure such as rent, educational equipment and laboratory apparatus, library books, contingencies etc.?

(b) What upper limits would you recommend for each item of expenditure indicated above?

98. (a) Do you recommend any special basis of grant-in-aid as an incentive to new schools being started in areas where educational provision is inadequate or where there is a demand for new schools?

(b) What should be such basis and the minimum period up to which it should operate?

(c) Do you consider financial aid of any other nature necessary or desirable in such cases?

(d) If so, what?

99. (a) Would you recommend any special basis of grant in the case of (i) girls schools, (ii) schools in backward areas, (iii) rural areas, and (iv) those in mill and industrial areas?

(b) If so, what should be such basis for each of the above categories?

100. Which of the following methods for the payment of Maintenance grants would you recommend—

- (i) Monthly payment,
- (ii) Quarterly payment,
- (iii) Half-yearly payment,
- (iv) Yearly payment?

101. (a) Do you consider it desirable to allow a surplus of income over school expenditure to build up a Reserve Fund?

(b) Do you think that the present restriction of excess of surplus beyond 10 per cent. is likely to encourage schools to spend on non-essential items of expenditure?

(c) If so, what should be the over-all limit to such surplus?

(d) Do you consider it desirable to have some Departmental control over the utilisation of such Reserve Fund?

102. (a) Should the payment of grant-in-aid be restricted to those schools only which pay the standard minimum pay-scales?

(b) Should schools paying higher than the minimum standard pay-scales be paid any grants?

(c) If so, on what basis?

103. (a) Should grants be restricted to those schools only which charge prescribed fee rates?

(b) Should schools which charge fees higher than the standard fee rates be given grants?

(c) If so, on what basis?

104. (a) Do you consider that expenditure on certain items such as Physical Education, Medical Inspection, Drawing, etc., should be included in the total school expenditure on which the Maintenance grant is assessed, or

(b) Should such items be accounted for separately and grants paid thereon separately subject to certain limits?

(c) If you favour the latter method, what, in your opinion, should be the upper limit of grant in respect of each such item?

105. (a) Should the expenditure on D. A. be included in the total school expenditure on which the Maintenance Grant is assessed? or

(b) Should such expenditure be accounted for separately and a grant paid thereon separately?

(c) If you prefer the latter, what should be the percentage of such grants?

106. (a) Do you think that there should be an exhaustive list of items of school expenditure which should be held admissible for grant?

(b) If so, please give such a list.

(c) Do you think that there should be a list of items on which expenditure may be permitted to be incurred from school funds, but grants should not be paid?

(d) If so, please give such a list.

(e) Do you think that there should be a list of items on which expenditure from school funds should be banned?

(f) If so, please give such a list.

107. (a) In the case of Multi-purpose schools and Higher Secondary schools, do you recommend any special recurrent grant?

(b) If so, how much?

(c) Do you recommend any special non-recurrent grant?

(d) If so, how much?

(e) Do you recommend any special fee rates?

(f) If so, what?

108. (a) In the case of Vocational High Schools, do you recommend any special recurrent grants?

(b) If so, how much?

(c) Do you recommend any special non-recurrent grant?

(d) If so, how much?

(e) Do you recommend any special fee rates?

(f) If so, what?

109. (The rates of grants on (i) Buildings, (ii) Sites, and (iii) Equipment, at present prescribed are summarised in Schedule "B").

(a) What should be the uniform rates of grants for all regions in respect of these items?

(b) What should be the minimum period during which such rates should be brought into effect in your region and the manner and method of doing so?

110. (For Pre-Integration Bombay State area only)—

The revised system of grant-in-aid, as a result of the Ghate-Parulekar Committee's recommendations has been under way for nearly a decade. What changes do you suggest in the light of your experience?

111. (a) Would you recommend the grading of schools?

(b) If so, for what purpose?

(c) What grades would you suggest?

(d) What criteria would you suggest to classify schools into the different grades?

(e) How would you utilise the proposed grades for purposes of grant-in-aid?

(f) How would you utilise the proposed grades for purposes of inspection?

112. (a) Do you suggest any changes in the existing conditions of the recognition of schools?

(b) If so, give your suggestions with reasons.

113. (a) What conditions regulate the grant of permanent recognition to schools in your region?

(b) Are they satisfactory?

(c) Do you consider it desirable to admit *new* schools to *permanent* recognition after they have overcome the initial difficulties and established themselves? or

(d) Do you think that all *new* schools should be recognised for a *term of years only*, which should be renewable, subject to the schools concerned maintaining their standard of general efficiency?

114. (a) In view of the increasing demand for Secondary Education, the rising cost of education, particularly as a result of the diversification of courses, the growing number of pupils, the demand for higher pay-scales and higher rates of grant-in-aid, the expenditure on secondary education is bound to increase substantially. Which of the following agencies should shoulder the financial liability on this account and to what extent—

- (i) the Centre,
- (ii) the State Government,
- (iii) the local bodies,
- (iv) commercial and industrial undertakings,
- (v) parents and guardians (through higher rates of fees), and
- (vi) similar agencies?

(b) Would you advocate the levy of a special education cess, surcharge on certain taxes, etc.?

(c) If so, what are your suggestions?

115. Have you any other suggestions to offer with regard to the topics dealt with in this Section?

SECTION VIII

EXAMINATIONS

A—Internal Examinations

116. (a) Do you consider it desirable to have periodical examinations every year in each standard in addition to the usual annual examination?

(b) If so, what should be the frequency of such periodical school examinations per standard per year?

117. In addition to periodical examinations, should there be provision also for frequent short tests at shorter intervals?

118. (a) Should there be provision for weightage for day-to-day work done in schools?

(b) If so, what should be the percentage of marks allotted to such day-to-day work?

(c) What should be the percentage of marks to be allocated to the periodical examinations and short tests per year?

119. What precautions would you recommend to ensure that the day-to-day work represents the genuine work of the pupils?

120. If you are in favour of periodical examinations and short tests, is it necessary to hold annual examinations of the present type?

121. If you advocate the retention of the annual examination, are you in favour of, or against, promoting pupils passing only in the annual examination in a standard, but failing in the previous periodical examination held in that standard?

122. Should there be common rules regulating class to class promotions in all regions with adequate discretion to the head of each school to deal with special cases?

R—External Examinations

123. Are you in favour of having a common public examination at the end of the Middle School course?

124. Are you in favour of such examination being obligatory for promotion or admission to the next higher standard with a view to raising the quality of pupils going to High Schools?

125. Would such a step help raise the standard of secondary education?

126. How much credit should be given to the day-to-day work of the pupils at this public examination?

127. Have you any other suggestions to make with regard to the topics dealt with in this Section?

SECTION IX

A—THE SHIFT SYSTEM

B—SCHOOL BUILDINGS

C—HOSTELS

A—The Shift System

128. (a) Are schools held in shifts in your region?

(b) If so, what are the circumstances necessitating the adoption of the shift system?

129. (a) Are you satisfied with the standard of work done in the schools meeting in shifts?

(b) If not, what conditions would you suggest which schools should satisfy before they are permitted to meet in shifts as a temporary measure?

130. Do teachers work as a rule in one shift only or in both the shifts?

131. If teachers work in both the shifts, under what conditions should they be permitted to do so?

B—School Buildings

132. (a) What is the approximate percentage of school buildings in your area suitable for school purposes?

(b) What percentage of buildings owned by schools is suitable for school purposes?

(c) What percentage of rented buildings is suitable for school purposes?

133. What measures would you recommend to enable schools to construct suitable school buildings?

134. (a) Would you recommend the system of State loans for the construction of school buildings?

(b) If so, what should be the rate of interest?

(c) What should be the period for the repayment of the loan?

(d) What upper limit of loans would you recommend under this scheme for schools of different sizes as under :—

(i) Schools with an enrolment upto 300.

(ii) Schools with an enrolment between 301-500.

(iii) Schools with an enrolment between 501-1000.

(iv) Schools with an enrolment over 1000?

(e) Have you any other conditions to suggest?

135. For Primary schools in the Pre-integration Bombay State, there is statutory provision for the grant of interest-free loans by Government against the accumulated balances in the Provident Funds of Primary school teachers which have been taken over by Government.

(a) Would you recommend a similar system in respect of Secondary schools?

(b) If so, what are your suggestions in the matter?

136. (a) Would you recommend any special building grants or loans for additional accommodation intended for practical and specialised training in the case of Multi-purpose and Vocational schools?

(b) If so, what are your suggestions for the purpose?

137. (a) Are building grants paid to non-Government Secondary schools in your region?

(b) If so, are they adequate and well-distributed?

(c) What should be the rate of such grants?

(d) Should schools not receiving the maximum building grant according to the approved rate for lack of funds, be allowed to claim further grants in subsequent years for the same building till the maximum is reached?

(e) Have you any suggestions with regard to the conditions under which such grants are paid?

138. (a) Should schools having a surplus of income over recurring expenditure in their annual budgets, be permitted to use such surplus towards the construction of school buildings?

(b) If so, to what extent and under what conditions?

C—Hostel

139. (a) Is the provision of Hostel accommodation adequate in the rural and/or urban area in your region?

(b) If so, what are the agencies conducting such hostels?

(c) If not, what suggestions have you to offer for providing additional hostel accommodation in rural and/or urban areas?

(d) Will private agencies come forward to undertake the work on a grant-in-aid basis?

(e) If so, what terms of grant would you recommend to enable the net expenditure to be met on the running of hostels (i.e. expenditure over and above the income received from the inmates on account of hostel rent and other service charges such as electricity consumption, hot water supply, etc.)?

140. (a) Is the provision for hostel accommodation for girls generally adequate in your region?

(b) If not, will private agencies come forward to undertake the work on a grant-in-aid basis?

(c) If so, what should be the terms of grants to enable the managements to meet the net expenditure?

(d) If you consider that private agencies are not likely to step into the field, do you consider it essential for Government to take up the responsibility for providing hostel accommodation for girls from the mofussil attending Secondary schools in central places?

(e) If so, in what central places in your region, would you suggest the establishment of Government girls' hostels?

(f) Is there a likelihood of donations being received to enable Government to meet at least partially the expenditure involved in the construction of hostel buildings?

141. (a) Are grants paid to existing hostels attached to Secondary schools in your region?

(b) If so, what is the basis of such grants?

(c) What are the conditions under which such grants are paid?

142. (a) Do you consider that the basis of grants to existing hostels should be liberalised to enable managements of schools to meet the net expenditure on the conduct of hostels?

(b) What are your suggestions for the payment of grants on the net expenditure basis?

143. Have you any other suggestions to make with regard to the topics dealt with in this Section?

SECTION X

SPECIAL PROBLEMS IN CERTAIN AREAS

Note.—Please specify the region/regions to which your reply relates.

144. (a) What are the main difficulties in the way of private enterprise conducting secondary schools?

(b) What are your suggestions to overcome them?

145. (a) Are any special measures necessary to induce private societies to open schools in those areas where there is a demand for Secondary education, but where there are no Secondary schools or such schools are not adequate?

(b) If so, what should be such special measures and incentives? and

(c) What should be the *minimum* period for which such incentives should be provided?

146. (a) Do you consider that the rates of tuition fees should be uniform in Government and non-Government schools?

(b) If so, what should be the *minimum* period over which such uniform rates should be progressively brought into force?

147. (a) If uniform tuition fee rates are introduced in Government and non-Government schools, do you think that private societies of standing will come forward to take over Government schools?

(b) If so, on what terms of transfer and grant-in-aid?

148. (a) Do you consider that any special treatment is necessary or desirable in the matter of pay-scales of teachers, grant-in-aid for schools, etc., for some time in your region?

(b) If so, what should be the *minimum* period for which such special treatment should be allowed?

149. (a) Do you consider that the Infants' class in Primary schools if any, in your region, should be abolished?

(b) If so, should the Lower Primary course be of 4 years' duration as in the rest of the State, followed by an Upper Primary or Middle School course of 3 years and a High School (or Higher Secondary School) course of 4 years?

150. (a) In Marathwada there are *private* classes attached to certain Government Primary or Secondary schools conducted by non-Government bodies on a grant-in-aid basis, which leave much to be desired from the point of view of management, teaching, etc. What are your suggestions for incorporating such classes in the general school system?

(b) What policy should be adopted with regard to the future of the parallel Urdu classes maintained at present in certain Secondary schools in Marathwada?

151. (a) Will private societies come forward to open Girls' schools with liberal grants?

(b) If so, what should be the basis of such grant-in-aid?
and

(c) How long should such special basis of grant be maintained?

(d) If separate girls' schools cannot be provided in all places, what special steps are necessary to encourage girls to join boys' schools?

152. Have you any other suggestions to make with regard to the topics dealt with in this Section?

**Schedule 'A' showing the scheme of school classes at the Primary
Bombay State along with the**

Serial No.	Stage.	Pattern suggested by the Central Government.	Pre integration Bombay State Area		Saurashtra
			Duration.	Stds. taught.	Duration.
1	2	3	4	5	6
1	Primary School Stage	8 years of integrated Elementary (Basic) Education. This stage will generally cover the period from 6 to 14, but the last year of this stage may well be used as an exploratory year to find out the aptitude and interest of their pupils.	4 years .. Lower Primary.	I-IV	7 years A basic school includes however one more year and has 8 classes.
			3 years .. Upper Primary.	V-VII	
2	Middle School Stage.	Do.	3 years .. Lower Se- condary.	V-VII	3 years.
3	Higher School (Higher Secondary) Stage.	Three years of Secondary Education proper where there will be a marked diversification of courses. This will generally cover the period from 14 to 17. Three years of University Education after the Higher Secondary School leading to the first Degree.	4 years ..	VIII-XI	4 years.

and Secondary stages in the five *main* regions of the reorganised pattern suggested by the Central Government.

	Kutch		Vidarbha		Marathwada	
S'ds. taught.	Duration.	S'ds. taught.	Duration.	S'ds. taught.	Duration.	S'ds. taught.
7	8	9	10	11	12	13
1-VII	5 years ..	Infants and I-IV	4 years ..	I-IV	5 years ..	Infants' class and I-IV.
V-VII	3 years ..	V-VII	4 years ..	V-VIII	3 years ..	V-VII.
VII-XI	4 years ..	VIII-XI	2 years (Secondary School Certifi- cate Examina- tion course). 3 years (Higher Secun- dary School Certificate Examination course).	IX-X IX-XI	3 years ..	VIII-X.

Schedule 'B' showing the basis of the various types of grants payable to non-Government and Lokashalas in the five *mains*

Serial No.	Kind of grant.	Pre-integration Bombay State area.	Saurashtra.
1	2	3	4
1	Maintenance Grant.	<p>(a) Secondary Schools in the rural (i.e., non-Municipal) areas 3 ½ per cent. of the total admitted expenditure.</p> <p>(b) Secondary Schools in other areas including Cantonments—30 per cent. of the total admitted expenditure. (Rule No. 84 in the Revised Grant-in-aid Code).</p>	<p>Not exceeding 50 per cent. of the admissible expenditure to a Boys' School and not exceeding 66 ⅔ per cent. of the admissible expenditure to a Girls' School. (Rule No. 65-3 of the Saurashtra Grant-in-aid Code).</p>
2	Dearness Allowance.	At 50 per cent. of the expenditure, on Dearness Allowance at Government rates.	No separate Dearness Allowance grants are paid. Expenditure included in the expenditure on which Maintenance Grant is paid.

**Secondary Schools, including Multi-purpose Vocational and Post-Basic Schools
regions of the Bombay State.**

Vidarbha.	Marathwada.	Kutch.
5	6	7
<p>Maintenance grants shall be paid at the following percentages of the annual net deficit in the accounts of the School :—</p> <p>(i) Boys' Schools in Urban areas .. 75 p.c.</p> <p>(ii) Boys' Schools in Rural areas .. 85 p.c.</p> <p>(iii) Girls' Schools in Urban areas .. 80 p.c.</p> <p>(iv) Girls' Schools in Rural areas .. 90 p.c.</p> <p>N.B.—Net deficit means the difference between the annual admissible expenditure and 90 per cent. of the income from fees.</p> <p>Income from subscription donations and grants from Government Local Bodies, Private Bodies etc. shall be excluded from the calculation of the net deficit (G. M. . E. D., No. 95-1678-14-A of 5-6-1956 of the old M. P. Government).</p> <p>(i) Dearness Allowance of Rs. 20 is paid to those in receipt of pay of Rs. 45 and less.</p> <p>(ii) Rs. 30 to those in receipt of more than Rs. 45.</p> <p>Of Rs. 20 and Rs. 30, Rs. 8 are paid by the Management and the remaining Rs. 12 and Rs. 22 respectively are paid by Government by sanctioning a separate grant called C. C. L. A. grant (now Dearness Allowance grant).</p>	<p>Grant will be fixed on the income and expenditure of the previous academic year. Schools are paid grant-in-aid on the basis of 2/3rds of the salaries (including Dearness Allowance and House Rent Allowance) of the staff at Government scales of pay minus income worked out on the basis of Government scale of fees, with the prescribed concessions for freeships and half-free-ships.</p> <p>Celling grants for new Schools (i.e. after 1-9-1952) Rs. 25,000 for High Schools and Rs. 12,000 for Middle Schools and for old Schools (prior to 1-9-1952) Rs. 50,000 and Rs. 25,000 respectively.</p> <p>No separate Dearness Allowance grants are paid but the expenditure on Dearness Allowance is included in the school's expenditure and admitted for the Maintenance grant.</p>	<p>33½ per cent. of the admitted expenditure or half of the local assets during the previous official year.</p> <p>No separate Dearness Allowance grants are paid.</p>

Serial No.	Kind of grant.	Pre-integration Bombay State area.	Saurashtra.
1	2	3	4
3	Equipment	At the rate of 25 per cent. of the expenditure exceeding the limit of 12 per cent. of the total direct expenditure. The expenditure on equipment within 12 per cent. of the total direct expenditure is admissible for the Maintenance grant. (Rule 114 of the Revised Grant-in-aid Code.)	Each case dealt with on its merits but generally at the same rate at which Maintenance grant is payable.
4	Building and Site grants.	Not exceeding 1/4 of the total expenditure in the case of ordinary Secondary Schools. (Rules 100 and 108 of the Revised Grant-in-aid Code.)	Not exceeding one-half of the total expenditure. (Rules Nos. 73 and 80 of the Saurashtra Grant-in-aid Code.)
5	Additional Discretionary grants.	Not exceeding 5 per cent. of the admitted expenditure to selected Schools. (Rule 85 of the Revised Grant-in-aid Code.)	....
6	(a) Recurring ..	At 60 per cent. of the recurring expenditure (existing rate).	<i>Multi-purpose</i> At 62½ per cent. of the recurring expenditure (old rate), but grants were paid at 60 per cent. of the recurring expenditure in 1957-58 as per revised rates.
	(b) Non-Recurring ..	At 80 per cent. of the non-recurring expenditure (existing rate).	Non-Recurring expenditure-Grant at 83 per cent. (old rate), 80 per cent. Revised rate.

B—contd.

Vidarbha.	Marathwada.	Kutch.
5	6	7
<p>Half of the actual expenditure. In 1956-57 and 1957-58, the equipment grants to Secondary Schools were, however, sanctioned at the following rates :—</p> <p>(i) Boys' and Girl' Schools at 1/4 of the approved expenditure.</p> <p>1/3rd of the approved expenditure in the case of Boys' Schools and 1/2 of the approved expenditure in the case of Girls' Schools. In 1956-57 and 1957-58, Building grants were, however, sanctioned at the following rates :—</p> <p>(i) Boys' Schools at 1/6 of the approved expenditure of the School.</p> <p>(ii) Girls' Schools at 1/4 of the approved expenditure of the School.</p> <p>....</p>	<p>....</p> <p>....</p> <p>....</p> <p>....</p>	<p>....</p> <p>....</p> <p>....</p> <p>....</p>
<p>Schools.</p> <p>There are no non-Government Multi-purpose schools in Vidarbha.</p> <p>....</p>	<p>The Government of India Grants sanctioned for this purpose were being paid to the schools concerned without any addition to them from the State Funds.</p> <p>According to the revised orders 80 per cent. (non-Recurring) and 60 per cent. (Recurring) grants were paid in 1957-58</p>	<p>There are no non-Government Multi-purpose schools in Kutch.</p> <p>....</p>

Serial No.	Kind of grant.	Pre-integration Bombay State area.	Saurashtra.
1	2	3	4
7	(i) Maintenance ..	At 33½ per cent. of the admitted expenditure. (Rule 86 of the Revised Grant-in-aid Code.)	.... <i>Vocational</i>
	(ii) Non-Recurring equipment.	At 50 per cent. of the admitted expenditure (Rule No. 88 of the revised Grant-in-aid Code.)	....
	(iii) Building and Site grants.	Not exceeding 1/2 of the total expenditure (including hostels and workshops attached to them). (Rule No. 100 of the revised Grant-in-aid Code.)	....

Note.—I. There are three Post-Basic Schools in Gujarat (in the Pre-integration The schools are :—

- (i) Uttar Buniyadi Vidyalaya, Vedchhi, District Surat.
- (ii) Uttar Buniyadi Vidyalaya (for girls), Madhi, District Surat.
- (iii) Gujarat Vinay Mandir, Wadaj Road, Ahmedabad.

II. There are three non-Government Senior Lokshalas (Standards IX—XI) in if the expenditure is greater than the receipts or 60 per cent. of the expenditure on admissible

B-consolid.

Vidarbha.	Marathwada.	Kutch.
5	6	7
<i>Schools.</i>		
Nil.
Nil.
Nil.

Bombay State area) and they are paid grants on the same basis as ordinary Secondary schools.

Saurashtra and they are paid grants, equal to the difference between their receipts and expenditure items, whichever is less, subject to certain conditions.

Region, if any

INTEGRATION COMMITTEE FOR SECONDARY EDUCATION*(Specimen form for the reply)*

Name

Designation

Address

Section.	Question No.	Reply.	For Office use only.
		 सत्यमेव जयते	

Note.—Please use a separate sheet for each section.

Region, if any

INTEGRATION COMMITTEE FOR SECONDARY EDUCATION*(Specimen form for the reply)*

Name

Designation.....

Address

Section.	Question No.	Reply.	For Office use only.
		 सत्यमेव जयते	

Note.— Please use a separate sheet for each section.

APPENDIX "C"

Showing the names of Educational Organisations, Societies and persons who replied to the questionnaire issued by the Integration Committee for Secondary Education.

Serial No.	Name.	Designation and Address.
1	2	3
GREATER BOMBAY DISTRICT.		
1	The Bombay State Federation of Secondary Teachers' Associations.	Bombay.
2	The Bombay State Women's Council ..	Town Hall, Bombay-1.
3	The Association of the Heads of Anglo-Indian Schools in India, Bombay Branch.	Bombay.
4	The English Schools Association ..	Do.
5	The Secondary Teachers' Association ..	Bombay-28.
6	Sheth A. P. High Schools' Secondary Teachers' Union.	Santa Cruz, Bombay.
7	The Anjuman-I-Islam ..	.. 8, Shepherd Road, Bombay-8.
8	Sheth G. T. Charities ..	.. Bombay-1.
9	Dr. M. P. Vaidhya ..	.. Principal, V. G. Gurukul High School, Ghatkopar, Bombay.
10	Shri K. G. Kulkarni ..	.. Head Master, Night School, Bombay.
11	Shri N. G. Joshi ..	.. Principal, R. M. Bhatt High School Bombay-12.
12	Shrimati Savita N. Mehta ..	.. 22, Ridge Road, Malabar Hill, Bombay-6.
13	Shri B. P. Save ..	.. Educational Inspector, Greater Bombay, Bombay.
14	Shri B. K. Khattri ..	.. Head Master, Elphinstone Technical High School, Bombay.
15	Rev. A. Sologram ..	.. Principal, St. Xavier's Institute of Education, Bombay.
16	Rev. Fr. Ribot, S. J. ..	.. Principal, St. Mary's High School, Bombay-10.
17	Shri F. S. Chotia ..	.. Vocational Guidance Officer, Bombay.
18	Shri M. T. Vyas ..	.. Director, New Era School, Bombay.
19	Shri N. J. Vaidya ..	.. Hari Niwas, Bombay-28.
20	Miss S. T. Zachariah ..	.. Principal, St. Columba High School, Alexandra Road, Bombay-7.

APPENDIX "C"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
GREATER BOMBAY DISTRICT—<i>contd.</i>		
21	Shri Raman Vakil	Principal, Modern School, Siccannagar, Bombay-4.
22	Shri P. D. Upadhyaya	Principal, Fellowship School, Bombay.
23	Shrimati C. Khorgamwala	Head Mistress, J. B. Petit High School for Girls, Bombay.
24	Shri K. J. Macgowan	Head Master, Christ Church High School, Byculla, Bombay.
25	Shri S. C. Samtani	Principal, Kamla High School, Khar, Bombay.
26	Shri P. S. Tipnis	Head Master, Parel Night High School, Bombay 12.
27	Miss K. Khandwalla	Education Officer, Bombay Municipal Corporation, Bombay.
28	Shrimati Benjamin	Principal, Alexandra Girls' English Institute, Fort, Bombay-1.
29	Shri K. R. Gunjekar	Retired Principal, Elphinstone College, Bombay-4.
30	Shri C. A. Christie	Principal, Robert Money High School, Bombay-7.
31	Shri A. J. Joshi	426, Shardhanand Road, Matunga, Bombay 19.
32	Shri G. A. Kewalramani	Principal, Premier High School, Kolwada, Sion, Bombay-22.
33	The Principal	Teachers' Training Academy, Bharda New English High School, Fort, Bombay-1.
POONA DISTRICT.		
34	The Poona Secondary Teachers' Association.	Poona.
35	The Association of the Managements of Poona Schools.	Sevasadan High School, Poona-2.
36	The Poona Jesuit Schools' Society	St. Vincents's High School, Poona-1.
37	The Shikshan Prasarak Mandali	Poona-2.
38	The G. K. H. Mandal	Poona-1.
39	The M. G. E. Society	625, Shanwar Peth, Poona-2.
40	The Camp Education Society	2015/C Jan Mohamed Street, Poona-1.
41	The Deccan Education Society	Fergusson College, Poona-4.

APPENDIX "C"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
POONA DISTRICT— <i>contd.</i>		
42	Shri D. D. Karve ..	M.L.A., 129/A, Law College Road, Poona-4.
43	Shri S. D. Chitale ..	A. V. Griha Mandir, 624, Sadashiv Peth, Poona-2.
44	Shri S. L. Ogale ..	M.L.C., Poona-2.
45	Shri G. L. Limaye ..	Superintendent, M. E. S. Girls' High School, Poona-2.
46	Shrimati R. Phanse ..	Lady Superintendent, S. N. D. T. Kanya Shala, Poona-2.
47	Miss Boyce ..	Inspectress of Girls' Schools, Poona.
48	Shri S. S. Patke ..	Superintendent, Mahilashram High School Hingne, Poona-4.
49	Shri S. V. Bhawe ..	Municipal Commissioner, Poona Municipal Corporation, Poona-2.
50	Shri P. N. Virkar ..	Superintendent, New English School, Poona-2.
51	Shri R. P. Patwardhan ..	Retired Director of Public Instruction, Bombay State, Bhandarkar Institute Road, Poona-4.
NORTH SATARA DISTRICT.		
52	The Head Masters' Association ..	North Satara.
53	Shri B. R. Patil ..	Educational Inspector, North Satara, District Satara.
54	Shri T. M. Bhat ..	North Satara.
55	Shri V. G. Paranjpe ..	Organiser, R. P. S. Mandal, Rahimatpur, Satara.
56	Shri P. A. Inamdar ..	At and Post Aundh, District Satara.
SOUTH SATARA DISTRICT.		
57	The South Satara Jilha Madhyamik Shikshak Sangh.	R. S. Kanya Shala, Sangli.
58	Shri K. N. Mahadik ..	Educational Inspector, South Satara District, Sangli.
59	Shri K. S. Kelo ..	Honorary Secretary, Miraj High School, Miraj.
60	Shri G. L. Ghandratreya ..	Principal, Willingdon College, Sangli.
61	Shri K. N. Mahadik ..	Educational Inspector, South Satara District, Sangli.

APPENDIX "C"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3

KOLHAPUR DISTRICT.

62	The Kolhapur Secondary Teachers' Association.	Private High School, Kolhapur.
63	Shri S. V. Kelkar	Principal, S. M. T. T. College, Kolhapur.
64	Shri J. J. Nanavaty	Educational Inspector, Kolhapur District, Kolhapur.
65	Shri S. R. Tawde	Chairman, Board of Secondary Education, Ramji Sadan, Shahupuri, Kolhapur.

THANA DISTRICT.

66	The Thana District Secondary Teachers' Association.	Thana.
67	The Thana District Head Masters' Association.	Thana.
68	Shri K. B. Joshi	Head Master, New English School, Thana.

SHOLAPUR DISTRICT.

69	Shri L. Y. Kulkarni	Educational Inspector, Sholapur District Sholapur.
70	Shri Ram Sharma	Principal, Dayanand College, Sholapur.
71	Shri K. S. Mardikar	Principal, Dayanand College of Education, Sholapur.
72	Shri V. J. Kher	Head Master, Sulakhao High School, Barsi.

RATNAGIRI DISTRICT.

73	The Ratnagiri Education Society ...	Ratnagiri.
74	Shri B. B. Sawant	M.L.A., Kankavali, Ratnagiri.
75	Shri K. T. Kadam	Head Master, S. M. High School, Kankavali District Ratnagiri.
76	Shri S. A. Tenkshe	S. M. G. High School, Dergad, District Ratnagiri.
77	Shri D. T. Ratnaparkhi	Educational Inspector, Ratnagiri District, Ratnagiri.
78	Shri D. J. Sardeshpande	Superintendent, Rajapur High School, Rajapur.

APPENDIX "C"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
NASIK DISTRICT.		
79	The Nasik District Secondary School Head Masters' Association.	Nasik.
80	Shri H. Z. Shimpi ...	... Educational Inspector, Nasik District, Nasik
KOLABA DISTRICT.		
81	The Kolaba District Secondary School Head Masters' Association.	Tala, District Kolaba.
AHMEDNAGAR DISTRICT.		
82	The Ahmednagar District and City Secondary School Teachers' Association.	Dada Choudhari Vidyalaya, Ahmednagar.
83	Shri Rashid Munshi ...	... Ex-Assistant Agricultural Teacher, Ahmednagar.
84	Shri R. S. Kakatkar ...	... Principal, D. M. Petit High School, Sangamner, Ahmednagar.
85	Shri M. M. Kotasthane ...	... Working President, 3rd Session of the Bombay State Night Schools Conference Ahmednagar.
86	Shri K. C. Mohile ...	... Educational Inspector, Ahmednagar District, Ahmednagar.
WEST KHANDESH DISTRICT.		
87	Shri Y. V. Javdekar ...	... Principal, G. B. T. C., Dhulia, West Khandesh.
88	Shri Y. E. Nandedkar ...	... Head Master, New City High School, Dhulia, West Khandesh.
89	Shri S. K. Sonoi ...	... Educational Inspector, West Khandesh District, West Khandesh.
90	The West Khandesh Head Masters' Association.	R. D. High School, Dondaicha, West Khandesh.
AHMEDABAD DISTRICT.		
91	The Brihad Gujarat Secondary Teachers' Association.	Ahmedabad.
92	The Ahmedabad District Teachers' Association.	Ahmedabad.
93	The Ahmedabad Secondary Teachers' Association.	Near Khadia Police Chowkey, Ahmedabad.
94	Shri J. C. Shah ...	... Principal, Shri Lalshankar Umeshankar College for Women, Ahmedabad.

APPENDIX "C"—*contd.*

Serial No. 1	Name. 2	Designation and Address. 3
AHMEDABAD DISTRICT—<i>contd.</i>		
95	Shri M. J. Shah	... .. Bharat Nagar Society, Ahmedabad.
96	Shri G. R. Trivedi	... .. Principal, R. M. Trivedi New Education High School, Ahmedabad.
97	Shri T. A. Desai	... .. Principal, L. D. College of Engineering, Ahmedabad.
98	Dr. Y. G. Naik	... .. Principal, Gujarat College, Ahmedabad.
99	Shri M. P. Desai	... .. Vice-Chancellor, Gujarat University, Ahmedabad.
100	Shrimati Leena Mangaldas	... .. Shreyas, Shahibag, Ahmedabad.
101	Shrimati Maniben V. Patel	... .. Navjivan, Ahmedabad-14.
102	Shri T. S. Thakore	... .. M. L. C., Ahmedabad.
103	Shri H. N. Shah	.. .. Educational Inspector, Ahmedabad District, Ahmedabad.
104	Shri J. C. Shah	.. .. Head Master, Prakash High School, Ahmedabad.
105	Shri M. P. Maiti	.. .. Director, Institute of Psychology and Child Development, Ahmedabad.
106	Shri B. J. Mehta	.. .. Principal, The Modern High School, Rentia-wadi, Ahmedabad.
107	Shri J. B. Desai	.. .. Principal, Sheth C. N. Vidyavihar, Ahmedabad-6.
108	Shri Raghubhai M. Nayak	.. .. Saraswati High School, Railway Pure, Ahmedabad-2.
109	Rev. Father C. Gomes	.. .. St. Xavier's College, Ahmedabad.
KAIRA DISTRICT.		
110	The Kaira District Secondary Teachers' Association.	Karamsad, District Kaira.
111	The Kaira District Secondary School Head Masters' Association.	New English School for Girls, Nadiad.
112	Shri H. E. Hakim	.. .. Educational Inspector, Kaira District, Nadiad.
113	Shri G. G. Shah	.. .. Principal, Sheth M. R. High School, Kathlal, District Kaira.
114	Shri R. M. Dave	.. .. Head Master, New English School, Nadiad.
115	Shri J. J. Patel	.. .. Principal, D. N. High School, Anand, District Kaira.

APPENDIX "C"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
MEHSANA DISTRICT.		
116	The Mehsana District Teachers' Association.	Secondary Vasant Nivas, Visnagar (N. G.).
117	The Mehsana District Head Masters' Association.	Kalol, District Mehsana (N. G.).
118	Shri Harishchandra Vaidya...	.. Head Master, Mehta P. K. Vidyalaya, Voda, District Mehsana.
119	Shri M. K. Uplap ..	.. Head Master, R. B. L. D. Sarvajanic High School, District Mehsana.
120	Shri P. B. Shah ..	.. Hon. Secretary, Vidyalaya Samiti, B. D. J. Vidyalaya Patan.
SABARKANTHA DISTRICT.		
121	The Sabarkantha District Teachers' Association.	Secondary Near Jain Temple, Prantij, District Sabarkantha.
122	Shri D. J. Patel ..	.. Educational Inspector, Sabarkantha, District Sabarkantha.
123	Shri B. A. Desai ..	.. Head Master, Sheth P. & R. High School, Prantij, Sabarkantha.
124	Shri T. J. Hansoty ..	.. Head Master, Modasa High School, Modasa.
BARODA DISTRICT.		
125	The Head Masters' Association ..	Baroda.
126	The Baroda District Secondary Teachers' Association.	Dubhoi, Baroda.
127	The Baroda City Secondary Teachers' Association.	Baroda.
128	The Gujarat New Era Education Trust.	Baroda.
129	The Memorial Education Trust ..	Baroda.
130	Shri M. L. Munshi ..	.. Member, Municipal School Board, Baroda.
131	Shri J. M. Mehta ..	.. Vice-Chancellor, M. S. University, Baroda.
132	Shri M. S. Desai ..	.. Raj Mahal Road, Baroda.
133	Shri K. P. Shah ..	.. Secretary, Pavi-Jetpur A. V. School, Pavi-Jetpur, Baroda.

APPENDIX "C"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
SURAT DISTRICT.		
134	The Bombay State Federation of Head Masters' Associations.	Desaipole, Surat.
135	The Navsari Secondary Teachers' Association.	Navsari, District Surat.
136	The Surat District Madhyamik Shikshak Sangh.	Surat.
137	The Surat City Head Masters' Association.	Do.
138	The Bardoli Education Society	... Bardoli, District Surat.
139	The Kharel Education Society	... Gandeva, District Surat.
140	Amalsad Vibhag Kelwani Mandal	... Amalsad, District Surat.
141	The Chikhali Education Society'	... Chikhali, District Surat.
142	Shri Sorab H. Wadia	... Principal, Sir C. J. N. Z. Madressa, Navsari, District Surat.
143	Shri Jugatram Dave	... Vice-Principal, Gujarat Nai Talim Sangh, Vedchi, District Surat.
144	Shri Prayag Mehta	... Vocational Guidance Officer, Jeevanbharati, Nanapura, Surat.
145	Shri K. G. Desai	... Principal, M. T. B. College, Surat.
146	Shri S. S. Pradhan	... Counsellor, Jeevanbharati Educational and Vocational Guidance Centre, Surat.
147	Shri G. K. Karna	... Head Master, D. S. & B. B. Sarvajanik Agricultural High School, Abrama, Surat.
148	Shri P. N. Sukheswala	... Head Master, Bai Awabai High School, Bulsar.
149	Shri R. M. Desai	... Head Master, D. C. O. Sarvajanik High School, Pardi, Surat.
150	Shri E. D. Desboo	... Principal, Sir J. J. English School, Shahpore, District Surat.
151	Shri P. M. Joshi	... Educational Inspector, Surat, District Surat.
152	Shri M. M. Naik	... Acting Head Master, K. V. S. High School, Gandeva.
153	Shri J. T. Munsiff	... Gopipura, Bhandegali, Surat.

APPENDIX "C"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
BROACH DISTRICT.		
154	The Broach District Head Masters' Association.	Broach.
155	Shree Nutan Kelwani Mandal	... Jhagadia, District Broach.
156	Shri I. U. Vasavda	... Principal, G. B. T. C., Rajpipla, Broach.
157	Shri C. M. Mehta	... Head Master, Rajpipla High School, Rajpipla.
158	Shri H. M. Desai	... Principal, D.D. High School, Jhagadia.
159	Shri K. B. Shah	... Head Master, Broach Education Society's Union High School, Broach.
160	Shri T. H. Shukla	... Head Master, N. W. Girls' High School, Broach.
161	Shri J. Z. Patel	... Head Master, Navchetan Vidyamandir, Valia Via Ankleshwar.
162	Kumari G. Bam	... Educational Inspector, Broach, District Broach.
163	The Head Master	... Progressive High School, Broach.
PANCHMAHALS DISTRICT.		
164	The Panchmahals District Secondary Teachers' Association.	Godhra, District Panchmahals.
165	Shri L. A. V. Aiyer	... Principal, M. Y. High School, Dohad.
166	Shri Dave	... Educational Inspector, Panchmahals, District Godhra.
167	Shri Kavikalidas Narsinh	... Principal, S. K. High School, Lunawada.
NAGPUR DISTRICT.		
168	The Vidarbha Federation of Secondary School Teachers' Association.	Dhake Plot, Nagpur.
169	The Association of the Managements of Non-Government Secondary Schools in Vidarbha.	Nagpur.
170	The Head Masters' Association	... Nagpur.
171	The Madhyamik Teachers' Association	.. Khapa, District Nagpur.
172	Shri R. G. Kolhekar	.. Pleader, Nagpur.
173	Shri R. S. Muley	.. Co-ordinator, Extension Services Department, University Training College, Nagpur.

APPENDIX "C"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
NAGPUR DISTRICT— <i>contd.</i>		
174	Shri K. L. Saraf	District Inspector of Schools, Nagpur, District Nagpur.
175	Shri K. B. Kurvey	Principal, Kurvey's New Model High School, Sitabuldi, Nagpur.
176	Shri S. M. Yakub	Divisional Superintendent of Education, Nagpur Division, Nagpur.
177	Shri S. A. Baudgilwar	At and Post Khapa, District Nagpur.
178	Shri N. S. Sapate	New Ideal High School, Umrer, District Nagpur.
AMRAVATI DISTRICT.		
179	The Head Masters' Association	Amravati.
180	Shree Shivaji Education Society's Secondary Teachers' Association.	Amravati, Vidarbha.
181	The Secondary Schools' Teachers' Association.	Amravati.
182	Shri M. A. Bambawale	Principal, Government Post Graduate Basic Training Centre, Amravati.
183	Shri D. B. Pradhan	District Inspector of Schools, Amravati, District Amravati.
184	Shri R. J. Deopujari	Teacher, New English School, Warud, District Amravati.
185	Shri S. M. Muttalib	Divisional Superintendent of Education, East Berar Division, Amravati Camp.
186	Shrimati Bhanumati Saha	Principal, G. B. T. C. for Women, Amravati.
187	Shri S. E. Gokhale	Retired A. D. E. I., Malghat Range, District Amravati.
188	Dr. P. S. Deshmukh	President, Shree Shivaji Education Society, Amravati.
YEOTMAL DISTRICT		
189	The Women's Education Society	Yeotmal.
190	Dr. D. Y. Gohokar	M. P., Wani, District Yeotmal.
191	Shri S. D. Naore	Teacher, D. H. School, Digras, Yeotmal.
192	Shri S. V. Chauhan	Head Master, Dinbai High School, Digras, District Yeotmal.
193	The President	Secondary Teachers' Association, Dhaman-gaon, District Yeotmal.

APPENDIX "C" —*contd.*

Serial No.	Name.	Designation and Address.	
1	2	3	
WARDHA DISTRICT.			
194	Shri H. G. Kundle	.. ..	Senior Teacher, New English School, District Wardha.
195	Shri N. R. Kewaliya	.. ..	Secretary, Swavlambi Vidyalaya, Wardha.
196	Shri G. P. Jagdale	.. ..	Teacher, Bharat Vidyalaya, Hinganghat, District Wardha.
197	Shri Jairamlal S. Kesavwani	.. ..	Teacher, G. B. M. M. School, Hinganghat, District Wardha.
198	Shri S. A. Chepe	.. ..	Teacher, Bharat Vidyalaya, Hinganghat, Wardha.
199	Shri B. L. Bhingarwar	.. ..	Teacher, Hinganghat.
200	Shri Y. M. Thakare	.. ..	Head Master, Municipal I. E. M. School, Pulgaon, District Wardha.
201	Shri Bhaskar K. Surkar	.. ..	Teacher, Bharat Vidyalaya, Hinganghat, District Wardha.
202	Shri A. R. Raut	.. ..	Teacher, Bharat Vidyalaya, Hinganghat, District Wardha.
203	Shri M. A. Chaudhari	.. ..	Teacher, Bharat Vidyalaya, Hinganghat, District Wardha.
204	Shri K. M. Dani	.. ..	Teacher, Bharat Vidyalaya, Hinganghat, District Wardha.
205	Shri Siraj Ahmed	.. ..	Teacher, G. B. M. M. High School, Hinganghat.
206	Shri M. B. Deshmukh	.. ..	Teacher, Bharat Vidyalaya, Hinganghat.
207	Shri S. B. Indurkar	.. ..	Teacher, G. B. M. M. High School, Hinganghat.
208	Shri B. K. Indurkar	.. ..	Teacher, Bharat Vidyalaya, Hinganghat.
209	Shri W. B. Timande	.. ..	Do. do.
210	Shri M. Y. Tamboli	.. ..	Do. do.
211	Shri N. N. Bhaude	.. ..	Do. do.
212	Shri G. D. Maongole	.. ..	Do. do.
213	Shri V. K. Deshpande	.. ..	Do. do.
214	Shri B. B. Bansod	.. ..	Do. do.
215	Shri S. M. Dixit	.. ..	Do. do.

APPENDIX "C"—*contd.*

Serial No.	Name.	Designation and Address.	
1	2	3	
WARDHA DISTRICT— <i>contd.</i>			
216	Shri M. N. Nizamuddin :	..	Teacher, G. B. M. M. High School, Hinganghat.
217	Kumari S. A. Chope	..	Do. do.
218	Shri R. W. Futane	..	Do. do.
219	Kumari S. S. Dixit	..	Teacher, Mohata High School, Hinganghat.
220	Kumari S. S. Kahirsagar	..	Do. do.
221	Shri Kakira R. Betwar	..	Teacher, G. B. M. M. High School, Hinganghat.
222	Shri K. W. Chope	..	Do. do.
223	Shri L. S. Unde	..	Do. do.
224	Shri L. G. Reykwar	..	Do. do.
225	Shri J. M. Dadilwar	..	Teacher, Bharat Vidyalaya, Hinganghat.
226	Shri V. R. Wanikar	..	Teacher, G. B. M. M. High School, Hinganghat.
227	Shri N. R. Pandit	..	Do. do.
228	Shri B. G. Balapure	..	Do. do.
229	Shri M. C. Chaudhari :	..	Teacher, Bharat Vidyalaya, Hinganghat.
230	Shri K. S. Awasthi	..	Teacher, G. B. M. M. High School, Hinganghat.
231	Shri V. A. Ghulghule	..	Do. do.
232	Shri C. N. Bhoskar	..	Head Master, Municipal I. E. M. School, Pulgaon.
233	Shri M. Y. Galande	..	Head Master, Labour Camp High School, Pulgaon.
234	Jawaharlal Pundir	..	Teacher, Station High School, Pulgaon Camp.
235	Shri Ashavampal Sharma	..	Do. do.
236	Shri S. B. Tiwari	..	Teacher, Municipal I. E. M. School, Pulgaon.
237	Shri D. H. Agnihotri	..	Teacher, Station High School, Pulgaon Camp.
238	Shri J. M. Pande	..	Head Master, R. K. High School, Pulgaon.
239	Shri H. D. Sagane	..	Head Master, Model High School, Arvi, Wardha.
240	Shri R. B. Purohit	..	Teacher, Municipal High School, Arvi.

APPENDIX "C1"—*contd.*

Serial	Name.	Designation and Address.
1	2	3
WARDHA DISTRICT— <i>contd.</i>		
241	Shri N. A. Pathak	Arvi, District Wardha.
242	Shrimati Malati K. Tekade ..	Teacher, Station High School, Pulgaon Camp.
243	Shri N. P. Aismire	Teacher, Municipal High School, Arvi.
244	Shri N. K. Harjal	Head Master, Municipal High School, Arvi.
245	Shri S. G. Potdukhe	Teacher, R. K. High School, Pulgaon.
246	Shri P. D. Wamborikar : ..	Teacher, Municipal I. E. M. School, Pulgaon.
CHANDA DISTRICT.		
247	The District Secondary Schools Canda. Masters' Association.	
248	Shri L. K. Wasekar	M. L. A., Chanda.
249	Shri S. N. Randive	District Inspector of Schools, Chanda District Chanda.
BHANDARA DISTRICT.		
250	The Secondary Teachers' Association ..	Bhandara.
251	The Secondary School Teachers' Association.	Tirora, District Bhandara.
252	The Secondary School Teachers' Association.	Tumsar, District Bhandara.
253	Shri A. M. Makade	M. L. A., Tumsar.
254	Shri A. W. Sathe	Banjarang Ward, Post Bhandara.
255	Shri N. R. Bopardikar	District Inspector of Schools, Bhandara, District Bhandara.
AKOLA DISTRICT.		
256	The Secondary School Teachers' Association.	Murtizapur, District Akola.
257	The Akola Teachers' Federation ..	Town Hall, Akola.
258	The Secondary School Teachers' Association.	Wasim, Akola.
259	The Shikshan Prasarak Mandal ..	Malegaon, District Akola.
260	Shrimati Radhadevi Goenka ..	M. L. A., Akola.
261	Shri J. B. Kavimandan	Member, Secondary Schools Teachers' Association, Akola
262	Shri C. H. Ruwale	J. C. High School, Akola.
263	Shri W. M. Mokaskdar	Head Master, M. J. Municipal High School, Karanja, District Akola.

APPENDIX "C"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
BULDHANA DISTRICT.		
264	The Secondary School Head Association.	Masters Khamgaon, Buldhana.
265	Shri K. D. Mahagaonkar	.. District Inspector of Schools, Buldhana, District Buldhana.
MADHYA SAURASHTRA DISTRICT.		
266	The Akhil Saurashtra Shikshak Sangh.	Madyamik Madhya Saurashtra.
267	Shri A. P. Oza	.. .. Head Master, V. C. High School, Morvi.
268	Shri C. S. Shukla	.. .. Head Master, A. S. Chaudhari High School Madhya Saurashtra, Rajkot.
269	Shri A. K. Chamadia	.. .. Teacher, M. M. High School, Dhoraji.
270	Shri M. M. Shukla	.. .. Deputy Director of Education, Madhy Saurashtra, Rajkot.
271	Kumari Urmila J. Dave	.. .. District Inspector of Schools, Madhyaa Saurashtra, District Rajkot
GOHILWAD DISTRICT.		
272	The Secondary School Association.	Head Masters' Bhavnagar.
273	Shri D. P. Joshi	.. .. Bhavnagar, District Gohilwad.
274	Shri N. S. Joshipura	.. .. Head Master, Palitana High School, Palitana.
275	Shri C. J. Oza	.. .. Educational Inspector, District Gohilwad, Gohilwad.
276	Shri J. K. Kavi	.. .. President, Shri Sarvodaya Lokshala, Bhutadia, Palitana.
HALAR DISTRICT.		
277	Shri Dushyant Pandya	.. .. Principal, Shri D. C. C. Vividhaxmi High School, Jamnagar Halar.
SORATH DISTRICT.		
278	Shri M. J. Dave	.. .. Principal, G. B. T. C., Porbandar, Sorath.
279	Shrimati S. Agarwal	.. .. Head Mistress, Arya Kanya Gurukul, Rajwadi Porbandar, Sorath.
280	Shrimati A. M. Machhar	.. .. Educational Inspector, District Sorath, Junagadh.
281	Shri M. J. Dave	.. .. Principal, Graduate B. T. Centre, Porbandar, District Sorath.
282	Shri M. M. Jobanputra	.. .. Director, Shardagram, Mangrol, District Sorath.

APPENDIX "C"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
ZALAWAD DISTRICT.		
283	Shri J. D. Parekh	Teacher, S. A. High School, Dhrangadhra, District Zalawad.
AMRELI DISTRICT.		
	Shri G. B. Patel	Educational Inspector, Amreli District, Amreli.
KUTCH DISTRICT.		
	The Gandhidham Maitri Mandal	Adipur, Kutch.
286	Shri M. J. Dholakji	Head Master, Alfred High School, Bhuj, Kutch.
287	Shri K. J. Mehta	Head Master, Sheth R. D. High School, Mundra.
288	Shri G. S. Joshi	Superintendent, Sheth Khimji Ramdas Kanya Vidyalaya, Mandvi.
289	Mrs. Indumati G. Joshi	Principal, Sheth Khimji Ramdas Kanya Vidyalaya, Mandvi.
290	Shri P. B. Ramchandani	Principal, Maitri Mahavidyalaya, Adipur.
291	Shri D. V. Thacker	Special Officer (Education), Kutch, Bhuj.
292	The Head Master	Sheth Dharamsinh Vallabha High School, Anjar, Kutch.
EAST KHANDESH DISTRICT.		
293	The East Khandesh Secondary Teachers' Association.	D. D. High School, Thorgavan, District East Khandesh.
294	Shri Y. G. Hartalkar	Superintendent, Pratap Vidya Mandir, Chopda.
295	Shri M. M. Ghanekar	Educational Inspector, East Khandesh District, Jalgaon.
296	Shri L. N. Chhapekar	Superintendent, L. N. Sarvajanic High School, Jalgaon.
297	Shri J. S. Chaubal	Principal, R. R. Vidyalaya, Jalgaon.
AURANGABAD DISTRICT.		
298	The Hyderabad State Teachers' Union.	Marathwada Region, Aurangabad.
299	Shri R. P. Manjrankar	Principal, Basic Training College, Aurangabad.

APPENDIX "C"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
AURANGABAD DISTRICT—<i>contd.</i>		
300	Shri V. G. Karve	Secretary, Shree Saraswati Bhuvan Education Society, Aurangabad.
301	Shri S. K. Vaishampayan	Joint Secretary, Shree Saraswati Bhuvan Education Society, Aurangabad.
302	Shri T. S. Raman	Principal, Gujerathi Vidyalaya, Jalna.
303	Shri N. D. Tilak	Retired Deputy Director of Education, Aurangapura, Aurangabad.
304	Shri Gopalrao Palimkar	Retired Principal, B. Education College, Aurangabad.
305	Shri J. J. Garde	Head Master, Jalna High School, Jalna.
306	Shri S. M. Patki	Teacher, Government M. P. High School, Aurangabad.
307	Shri U. R. Seolekar	Deputy Director of Education, Aurangabad.
308	Shri Qazi Janmohd. Siddiqi	Head Master, Government Multipurpose High School, Jalna.
309	Shri S. R. Dongerkery	Vice-Chancellor, Marathwada University, Aurangabad.
PARBHANI DISTRICT.		
310	The Marathwada Teachers' Union Parbhani. (District Branch).	
311	Shri Kasturba Sahuji	Inspector of Schools, Parbhani District, Parbhani.
312	Shri Bhelanek	Head Master, Government M. P. High School, Parbhani.
313	Smt. Ayesha Begum	Head Mistress, Government Girls' High School, Parbhani.
NANDED DISTRICT.		
314	Shri Kazi Md. Sultanuddin	Kazi Galli, Nanded.
315	Shri Shankar Bindu	Teacher, Government M. P. High School, Nanded.
316	Shri K. Kaiyankar	Head Master, Government Multipurpose High School, Nanded.
BHIR DISTRICT.		
317	Shri Harishchandra Rao Semey	District Inspector of Schools, Bhir District, Bhir.
318	Shri Madhavrao Samog	Head Master, Government M. P. High School, Bhir.

APPENDIX "C"—*concl.*

Serial No.	Name.	Designation and Address.
1	2	3
BHIR DISTRICT—<i>contd.</i>		
319	Smt. Qamrunnisa Begum	Head Mistress, Government Girls' High School, Bhir.
320	Shri S. G. Sonpethkar	Head Master, Yogeshwari Natan Vidyalaya, Mominabad, District Bhir.
OSMANABAD DISTRICT.		
321	Shri M. Anwarallah	Head Master, Government High School, Latur, District Osmanabad.
322	Shri D. B. Mohekar	Secretary, Dnyanodhyoga Vidyalaya, Yermela, Osmanabad.

APPENDIX "D "

List of the witnesses interviewed by the Integration Committee for Secondary Education.

Serial No.	Name.	Designation and Address.
1	2	3
(I) AURANGABAD.		
1	Shri U. R. Seolekar	Deputy Director of Education, Aurangabad Division, Aurangabad.
2	Shri Janardan Rao Mogho	Deputy Educational Inspector, District Kolaba, Alibag.
3	Shri V. G. Bavdhane	Inspector of Schools, Aurangabad.
4	Shri G. S. Dhake	Inspector of Schools, Aurangabad District, Aurangabad.
5	Shri Puranik	Head Master, Government M. P. High School, Aurangabad.
6	Shri P. B. Joshi	Head Master, Saraswati Bhuvan Multi-purpose High School, Aurangabad.
7	Shrimati Pinge	Head Mistress, Sharda Mandir Girls' High School, Aurangabad.
8	Shri S. R. Dongerkery	Vice-Chancellor, Marathwada University, Aurangabad.
9	Shri S. K. Vaishampayan	Joint Secretary, Shri Saraswati Bhuvan Education Society, Aurangabad.
10	Shri Fakirchand Lembhe	Member, Marathwada Teachers' Union, Aurangabad.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(I) AURANGABAD— <i>contd.</i>		
11	Shri Rangnathrao Sutavane ..	.. Member, Marathwada Teachers' Union, Aurangabad.
12	Shri R. V. Puranik ..	.. Member, Marathwada Teachers' Union, Aurangabad.
13	Shri Patki ..	.. Member, Marathwada Teachers' Union, Aurangabad.
14	Shri G. N. Thatte ..	.. Retired Principal, Government College, Aurangabad.
15	Shri Gopalrao Palimkar ..	.. Aurangpura, Aurangabad.
16	Shri N. D. Tilak ..	.. Aurangpura, Aurangabad.
17	Shri R. R. Manjramkar ..	.. Principal, Government Training College, Aurangabad.
(II) NANDED.		
18	Shri M. N. Desai ..	.. Collector, Nanded.
19	Shri Kazi Siddiqui ..	.. District Inspector of Schools, District Nanded, Nanded.
20	Shri K. Kalyankar ..	.. Head Master, Government M. P. High School, Nanded.
21	Shrimati S. Waghmare ..	.. Head Mistress, Government Girls' High School, Nanded.
22	Shri Shankarrao Bindu ..	.. Teacher, Government M. P. High School, Nanded.
23	Shri V. V. Joglekar ..	.. Teacher, Government M. P. High School, Nanded.
24	Shri R. G. Namde ..	.. Teacher, Basic Training School, Nanded.
25	Shrimati Viralatai Shukre ..	.. Teacher, Government Girls' High School, Nanded.
26	Shri Madharao Kulkarni ..	.. Teacher, Madhyamik Shala, Nanded.
27	Dr. D. D. Shendarkar ..	.. Retired Director of Education, Kachiguda, Hyderabad Dn.
28	Shri Qazi Mohd. Sultanaddin ..	.. Secretary, Jamiat-ul-Ulema, Nanded.
29	Shri R. P. Paranjpe ..	.. Member, Integration Committee for Primary Education, Latur.
30	Shri K. R. Shirundhar ..	.. Principal, People's College, Nanded.
31	Shri V. D. Sarge ..	.. Head Master, Pratibha Niketan High School, Nanded.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(II) NANDED— <i>contd.</i>		
32	Shri S. K. Puppa	Organising Secretary, Nanded Education Society Nanded.
33	Shri S. R. Gadgil	Professor, People's College, Nanded.
34	Shri S. R. Deshpande	President, Marathwada Mahila Shikshan Samiti.
35	Shrimati Suman Pradhan	Secretary, Mahila Mandal, Nanded.
36	Shrimati Saraswatibai Sardeshpande	Secretary, Mahila Mandal, Nanded.
37	Shri Shamrao Bodhankar	Secretary, Pratibha Niketan, Nanded.
38	Shri N. Waghmare	Secretary, S. S. B. Educational Society, Nanded.
39	Shri Nimbalkar	President, S. S. B. Educational Society, Nanded.
40	Shri B. R. Kulkarni	Head Master, Nutan Madhyamik Shala, Nanded.
41	Shri A. S. Maharaj	Teacher, Sanskrit Pathashala, Nanded.
42	Shri A. N. Gunjkar	Gayan Vadan Vidyalaya, Nanded.
43	Shri R. D. Deshpande	Nanded.
44	Shri G. S. Doo	Secretary, Sanskrit Mahavidyalaya, Nanded.
45	Shri N. S. Utpat	Head Master, M. V. Vidyalaya, Degloor.
46	Shri T. S. Vasekar	Principal, Abhinav Chitrashala, Nanded.
47	Shri P. G. Kulkarni	Head Master, People's High School, Nanded.
48	Shri S. P. Yadav	Head Master, Gandhi Rashtriya Vidyalaya, Nanded.
49	Shri Y. M. Kasture	Head Master, Sanskrit Pathshala, Nanded.
(III) BOMBAY.		
50	Shrimati Jai Godrej	Chairman, Bombay State Women's Council, Town Hall, Bombay-1.
51	Shrimati Gulestan Billimoria	President, Bombay State Women's Council, Town Hall, Bombay-1.
52	Shrimati Vasanti P. Patel	Hon. Secretary, Bombay State Women's Council, Town Hall, Bombay-1.
53	Shrimati Foroza H. M. Seervai	Ex-Secretary, Bombay State Women's Council, Town Hall, Bombay-1.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(III) BOMBAY— <i>contd.</i>		
54	Miss K. Khandwala ..	.. Education Officer, Bombay Municipal Corporation, Bombay.
55	Rev. H. J. Remedios ..	.. Vice-President, English Teaching Schools Association, Bombay.
56	Shri A. Casale, S. J. ..	.. Secretary, English Teaching Schools Association, Bombay.
57	Rev. A. Aguiar ..	.. Member, English Teaching Schools Association, Bombay.
58	Shri R. V. Parulekar ..	.. Director, Indian Institute of Education, Bombay-4.
59	Shri V. B. Worlikar ..	.. Member, State Board of Primary Education, 98, Koliwada, Worli, Bombay.
60	Rev. Frank J. Lobo ..	.. President, Thana District Head Master's Association, Thana.
61	Shri P. Krishna Iyer ..	.. Secretary, Thana District Head Masters' Association, Thana.
62	Shri M. T. Vyas ..	.. Director, New Era High School, Bombay.
63	Shri B. P. Save ..	.. Educational Inspector, Greater Bombay, Bombay.
64	Shrimati M. Y. Trilokekar ..	.. Inspectress of Girls' Schools, Bombay Region, Bombay.
65	Shri N. G. Joshi ..	.. Principal, R. M. Bhatt High School, Parel, Bombay.
66	Shri C. K. Sankholkar ..	.. President, Bombay State Federation of Secondary Teachers' Association, Bombay.
67	Shri M. S. Aras ..	.. Member, Bombay State Federation of Secondary Teachers' Association, Bombay.
68	Shri Thakorbhaj Thakore ..	.. Member, Bombay State Federation of Secondary Teachers' Association, Bombay.
69	Shri A. U. Lunn ..	.. Chairman, The Association of Head of Anglo-Indian Schools in India, Bombay Branch, 6, Outram Road, Bombay.
70	Shri Gunnery ..	.. Hon. Secretary, the Association of Heads of Anglo-Indian Schools in India, Bombay Branch, 6, Outram Road, Bombay.
71	Shri Sardar Lakshmansingh ..	.. President, the Bombay Head Masters' Association, Bombay.
72	Rev. Fr. F. Britto, S. J. ..	.. Vice-President, the Bombay Head Masters' Association, Bombay.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(III) BOMBAY— <i>contd.</i>		
73	Shri K. S. Vakil	Co-Ordinator, Secondary Training College, 3, Cruickshank Road, Bombay-1.
74	Shri V. R. Gokhale	Secondary Training College, 3, Cruickshank Road, Bombay-1.
75	Shri Y. M. Trilokekar	Deep Mala, Dadar, Bombay.
76	Shri R. K. Tumne	Chairman, The Kolaba District Secondary Teachers' Association, Tala, District, Kolaba.
77	Shri V. T. Chando	Member, The Kolaba District Secondary Teachers' Association, Tala, District Kolaba.
78	Shri S. H. Gogte	Member, The Kolaba District Secondary Teachers' Association, Tala, District Kolaba.
79	Shri D. K. Kulkarni	Chairman, Bombay North and Suburban Secondary Teachers' Association, Bombay.
80	Shri M. A. Upadhyia	Member of the Executive Committee, Bombay North and Suburban Secondary Teachers' Association, Bombay.
81	Shri P. S. Redkar	Member of the Executive Committee, Bombay North and Suburban Secondary Teachers' Association, Bombay.
82	Shri D. D. Naik	President, Kharel Education Society, Gandava, District Surat.
83	Shri G. L. Chandavarkar	Principal, Ram Mohan English School, Bombay-4.
84	Shri M. K. Desai	Khodadad Circle, Bombay.
85	Shri D. V. Deshpande	President, the Greater Bombay Secondary Teachers' Association, Bombay.
86	Shri B. G. Mehta	Vice-President, the Greater Bombay Secondary Teachers' Association, Bombay.
87	Shri N. N. Desai	Secretary, The Greater Bombay Secondary Teachers' Association, Bombay.
88	Shri M. L. Joshi	Supervisor, C. L. Boys' High School, Dadar, Bombay-28.
89	Shri C. C. Shah	President, Bombay State Federation of Head Masters' Associations, G. P. P. High School, Vile Parle, Bombay 24.
90	Shri P. N. Virkar	Vice-President, Bombay State Federation of Head Masters' Associations, G. P. P. High School, Vile Parle, Bombay.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(III) BOMBAY— <i>contd.</i>		
91	Dr. M. P. Vaidya	Vice-President, Bombay State Federation of Head Masters' Association, G. P. P. High School, Vile Parle, Bombay-24.
92	Shri K. D. Joshi	Treasurer, Bombay State Federation of Head Masters' Association, G. P. P. High School, Vile Parle, Bombay-24.
93	Shri K. M. Mehta	Secretary, Bombay State Federation of Head Masters' Association, G. P. P. High School, Vile Parle, Bombay-24.
94	Shri B. R. Desai	Secretary, Bombay State Federation of Head Masters' Associations, G. P. P. High School, Vile Parle, Bombay-24.
95	Shri G. P. Sohoni	Member, Bombay State Federation of Head Masters' Associations, G. P. P. High School, Vile Parle, Bombay-24.
96	Shri K. P. Mangalwedhekar ..	Chairman, Bombay State Federation of Head Masters Associations (Poona Zone), G. P. P. High School, Vile Parle, Bombay.
97	Shrimati Asha Rajderkar ..	Secretary, Nasik District Head Masters' Association and Lady Superintendent, P. R. Kanya Vidyalaya, Nasik.
98	Shri S. L. Ogale	M.L.C., Sneh Sadan, Sitaladevi Temple Road, Bombay-16.
99	Dr. D. D. Karve	M.L.C., 129/A, Law College Road, Poona-4.
100	Shrimati P. Nagarwala	Principal, J. B. Wachha High School for Girls, Bombay.
101	Shrimati Benjamin	Principal, Alexandra Girls' Institute, Bombay.
102	Shri M. P. Vaidya	Principal, Teachers' Training Academy, Bombay-1.
103	Shri A. J. Trivedi	Secretary, Teachers' Training Academy, Bombay-1.
104	Shri N. P. Dave	Principal, M. G. High School, Bombay.
105	Shrimati M. Margaret Mary ..	St. Joseph's Training Institute, Chembur, Bombay.
106	Shri M. V. Divetia	The Ridge, Malabar Hill, Bombay.
107	Shri G. C. Bajerjee	Principal, Elphinstone College, Bombay.
108	Shri S. W. Atran	Principal, Wilson College, Bombay-7.
109	Shri E. D'Cruz, S. J.	Principal, St. Xavier's College, Bombay-1.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(III) BOMBAY— <i>concl'd.</i>		
110	Rev. Father Sologram ..	Principal, St. Xavier's Institute of Education, Bombay.
111	Shrimati Zarina Currimbhoy ..	Patel Manzil, Napean Sea Road, Bombay-6.
112	Shri B. B. Savant ..	M. L. A., Bombay.
(IV) SURAT.		
113	Shri R. M. Desai ..	President, Surat District Madhyamik Shikshak Sangh, Killa Pardi, District Surat.
114	Shri J. D. Desai ..	Vice-President, Surat District Madhyamik Shikshak Sangh, Killa Pardi, District Surat.
115	Shri D. T. Agarkar ..	Secretary, Surat District Madhyamik Shikshak Sangh, Killa Pardi, District Surat.
116	Shri R. D. Desai ..	President, Surat District Head Masters' Association, Amalsad, District Surat.
117	Shri R. N. Shukla ..	Secretary, Surat District Head Masters' Association, Vapi, District Surat.
118	Shri K. T. Sheth ..	Member, Surat City Head Masters' Association, Surat.
119	Shri S. H. Shauqui ..	Member, Surat City Head Masters' Association, Surat.
120	Shrimati C. Pathakji ..	Member, Surat City Head Master's Association, Surat.
121	Shri M. D. Patel ..	Vice-President, Navsari Secondary Teachers Association, Navsari.
122	Shri J. L. Naik ..	Member, Navsari Secondary Teachers' Association, Navsari.
123	Shri S. R. Falnkar ..	Member, Navsari Secondary Teachers' Association, Navsari.
124	Shri C. C. Shah ..	Principal, Jeevan Bharati, Surat.
125	Shri K. L. Desai ..	Principal, M. T. B. Arts College, Surat.
126	Shri J. T. Parikh ..	Secretary, Sarvajanic Education Society, Surat.
127	Shri N. N. Shah ..	President, Baroda Head Masters' Association, New Era Girls' High School, Baroda.
128	Shri M. S. Patel ..	Secretary, Baroda Head Masters' Association, New Era Girls' High School, Baroda.
129	Shri Arunchandra Pandya ..	President, Nutan Shikshak Sangh and 1st Assistant, Jeevan Bharati, Surat.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(IV) SURAT— <i>contd.</i>		
130	Shri P. M. Joshi	.. .. Educational Inspector, Surat District, Surat.
131	Kumari G. Bam	.. .. Educational Inspector, Broach District, Broach.
132	Shri T. J. Patel	.. .. Representative, Baroda District Secondary Teachers' Association, Dabhoi, District Baroda.
133	Shri B. M. Dave	.. .. Representative, Baroda District Secondary Teachers' Association, Dabhoi, District Baroda.
134	Shri K. S. Bhatt	.. .. President, Baroda City Secondary Teachers' Association, Kothi Pole, Raopura Road, Baroda.
135	Shri S. S. Shukla	.. .. Secretary, Baroda City Secondary Teachers' Association, Kothi Pole, Raopura Road, Baroda.
136	Shri M. I. Munshi	.. .. Secretary, Baroda City Secondary Teachers' Association, Kothi Pole, Raopura Road, Baroda.
(V) AHMEDABAD.		
137	Shri T. S. Thakore	.. .. M. L. C., Moti Nagar, Ellis Bridge, Ahmedabad 7.
138	Shri Maganbhai P. Desai	.. .. Vice-Chancellor. Gujarat University, Ahmedabad.
139	Shri B. N. Chaudhari	.. .. President, Mehsana District Secondary Teachers' Association, Vasant Nivas, Visnagar.
140	Shri J. A. Shah	.. .. Member, Mehsana District Secondary Teachers' Association, Vasant Nivas, Visnagar.
141	Shri R. S. Trivedi	.. .. Member Mehsana District Secondary Teachers' Association, Vasant Nivas, Visnagar.
142	Shri N. H. Shah	.. .. President, Ahmedabad District Secondary Teachers' Association, Jetalpur, District Ahmedabad.
143	Shri N. N. Gandhi	.. .. Vice-President, Ahmedabad District Secondary Teachers' Association, Jetalpur, District Ahmedabad.
144	Shri A. M. Dabhi	.. .. Secretary, Ahmedabad District Secondary Teachers' Association, Jetalpur, District Ahmedabad.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(V) AHMEDABAD— <i>contd.</i>		
145	Shri V. J. Christian	Secretary, Ahmedabad Secondary Teachers' Association, Ahmedabad.
146	Shri T. B. Danat	Secretary, Ahmedabad Secondary Teachers' Association, Ahmedabad.
147	Shri T. S. Thakore	President, Brihad Gujarat Madhyamik Shikshak Sangh, Mahamandal, Near Khadia Police Chowky, Ahmedabad-1.
148	Shri J. L. Mistry	Secretary, Brihad Gujarat Madhyamik Shikshak Sangh, Mahamandal, Near Khadia Police Chowky, Ahmedabad-1.
149	Shri R. M. Dave	Secretary, Brihad Gujarat Madhyamik Shikshak Sangh, Mahamandal, Near Khadia Police Chowky, Ahmedabad 1.
150	Shri M. V. Shah	President, Sabarkantha District Secondary Teachers' Association, Near Jain Temple, Prantij.
151	Shri K. G. Patel	President, Mehsana District Head Masters' Association, Visnagar, (N.G.).
152	Shri M. C. Vaidya	Secretary, Mehsana District Head Masters' Association, Visnagar, (N.G.).
153	Shri N. R. Desai, F.R.C.S.	Maninagar, Ahmedabad.
154	Dr. Vikram Sarabhai	Usmanpura, Ellis Bridge, Ahmedabad.
155	Shri Himatlal P. Shukla	Swastik Society, Navranghpura, Ahmedabad.
156	Miss Indumati Chimanlal Sheth	Khanapur, Ahmedabad.
157	Shri S. M. Shah	Jain Society, Ellis Bridge, Ahmedabad 6.
158	Shri S. V. Desai	Principal, H. L. College of Commerce, Ahmedabad.
159	Shri S. R. Bhat	Principal, B. D. College for Girls, Ahmedabad.
160	Dr. Y. G. Naik	Principal, Gujarat College, Ahmedabad.
161	Shri T. A. Desai	Principal, L. D. College of Engineering, Ahmedabad.
162	Shri Y. P. Shukla	Principal, Ramanand Arts College, Ahmedabad.
163	Shri C. Barve	Principal, B.J. Medical College, Ahmedabad.
164	Shri J. C. Shah	Headmaster, Prakash High School, Ahmedabad.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(V) AHMEDABAD— <i>contd.</i>		
165	Shri G. R. Trivedi	Principal, R. M. Trivedi New Education High School, Ahmedabad.
166	Shri Jhinabhai Desai	Principal, Sheth C. N. Vidyavihar, Ahmedabad.
167	Shri Damubhai Shukla	Principal, Navchetan High School, Ahmedabad.
168	Shri C. P. Patel	Principal, Fellowship High School, Ahmedabad.
169	Shri Umashankar Joshi	Director, School of Gujarati Language and Literature, Gujarat University, Ahmedabad.
170	Shri H. N. Shah	Educational Inspector, District Ahmedabad, Ahmedabad.
171	Dr. Y. R. Desai	Educational Inspector, District Baroda Baroda.
172	Dr. M. S. Patel	Secondary Training College, Baroda.
173	Shri R. S. Trivedi	Co-ordinator, Extension Services Department, A. G. Teachers' College, Ahmedabad.
174	Shri B. R. Patel	President, Divisional Council of the Bombay State Federation of Head Masters' Associations, Ahmedabad.
175	Shri K. T. Desai	President, Ahmedabad Head Masters' Association, Khadia, Ahmedabad.
176	Shri F. M. Bhagat	Secretary, Ahmedabad Head Masters' Association, Khadia, Ahmedabad.
177	Shri C. P. Patel	Member of the Executive Committee, Ahmedabad Head Masters' Association, Khadia, Ahmedabad.
178	Shri V. B. Bhonde.	Do. do.
179	Shri C. C. Mehta	Do. do.
180	Shri A. K. Pathwala	Do. do.
181	Shri L. M. Choda	Do. do.
182	Shri R. H. Kapadia	Do. do.
183	Shri N. D. Shukla	Do. do.
184	Shri L. A. V. Aiyer	President, Panchmahals Secondary Teachers' Association, Dohad, District Panchmahals.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(V) AHMEDABAD— <i>concl'd.</i>		
185	Shri F. J. Dave	Secretary, Panchmahals Secondary Teachers' Association, Dohad, District Panchmahals.
186	Shri G. G. Shah	President, Kaira District Secondary Teachers' Association, C/o. S. V. P. High School, Karamsad, District Kaira.
187	Shri R. J. Mistry	Secretary, Kaira District Secondary Teachers' Association, C/o. S. V. P. High School, Karamsad, District Kaira.
188	Shri A. F. Patel	Member, Kaira District Secondary Teachers' Association, C/o. S. V. P. High School, Karamsad, District Kaira.
189	Shri R. G. Shah	Do. do.
190	Shri A. P. Shah	Secretary, Panchmahals Secondary Schools' Association, Godhra.
191	Shri I. J. Patel	President, Kaira District Head Masters' Association, C/o. D. N. High School, Anand.
192	Shri A. C. Bhat	Secretary, Kaira District Head Masters' Association, C/o. D. N. High School, Anand.
193	Shri L. A. Y. Aiyer	Principal, M. Y. High School, Dohad.
194	Shri K. N. Kavi	President, Panchmahals District Head Masters' Association, Lunavada, District Panchmahals.
195	Shri T. M. Desai	Navjivan Blocks, Navrangpura, Ahmedabad.
196	Shri B. D. Patel	Vice-Chancellor, Sardar Vallabhabhai Vidya-peeth, Vallabhvidyanagar, via Anand.
197	Shri S. A. Sabnis	Raopura, Baroda.
198	Shri V. Y. Vaidya	Principal, Shri B. D. Sarvajani Vidyalaya, Patan, District Mehsana.
199	Shri N. N. Desai	Principal, Sarva Vidyalaya High School, Kadi (N. G.).
200	Shri T. J. Hansoty	Head Master, Modasa High School, Modasa, District Sabarkantha.
(VI) BHAVNAGAR.		
201	Shri D. R. Joshi	Retired Assistant Director of Education, Saurashtra, Bhavnagar.
202	Shri S. K. Buch	President, Bhavnagar, Madhyamik Shala Acharya Sangh, Krishnanagar, Bhavnagar.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(VI) BHAVNAGAR— <i>contd.</i>		
203	Shri J. D. Jhala	Secretary, Bhavnagar Madhyamik Shala Acharya Saugh, Krishnanagar, Bhavnagar.
204	Shri A. R. Mehta	Principal, Nutan Vidyalaya, Bhavnagar.
205	Shri K. K. Shah	Principal, Aruna Vidyashram, Bhavnagar.
206	Shri N. N. Mehta	Principal, J. P. Parakh High School, Mahuva.
207	Shrimati Jayaben Dani	Principal, Mahila Vidyalaya, Bhavnagar.
208	Shri C. J. Oza	Educational Inspector, Gohilwad District, Bhavnagar.
209	Shri D. A. Trivedi	Administrative Officer, District School Board, Gohilwad District, Bhavnagar.
210	Shri R. C. Shah	Principal, Training College for Men, Khambhalia, District Halar.
211	Shri Ghanshyambhai Thakar	Managing Trustee, Sanatan High School Bhavnagar.
212	Shri Narendra Buch, I.A.S.	Collector, Bhavnagar.
213	Shri J. B. Sandil	Principal, Samaldas College, Bhavnagar.
214	Shri I. C. Pathak	Principal, M. J. Commerce College, Bhavnagar.
215	Shri G. C. Shah	President, Bhavnagar Municipality, Bhavnagar.
216	Shri Nanabhai Bhatt	Lokbharati, Sanosara.
217	Shri P. M. Mehta	General Secretary, Grant-in-Aid School Teachers' Union, Bhavnagar.
218	Shri B. N. Vyas	Joint Secretary, Bhavnagar Teachers' Union, Bhavnagar.
219	Shri P. V. Bhatt	Joint Secretary, Bhavnagar Teachers' Union, Bhavnagar.
220	Shri Bhagwatiprasad P. Mehta	Manager, Bhavnagar Electricity Co., Bhavnagar.
221	Shri K. T. Shahani	Retired Director of Education, Bhavnagar.
222	Shri N. B. Joshipura	Head Master, Government High School, Palitana.
223	Shri G. P. Rindani	Head Master, Botad High School, Botad.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(VII) RAJKOT.		
224	Shri Maganbhai Joshi ..	.. M. P., Jamnagar.
225	Shri M. M. Shukla ..	.. Deputy Director of Education, Rajkot.
226	Shri Acharya Jayant ..	.. Head Master, S. V. Virani High School, Rajkot.
227	Shri Dushyanta Pandya ..	.. Head Master, D. C. C. Vividhalakshi High School, Jamnagar.
228	Shrimati Subhadra C. Shroff ..	.. Principal, Shri Kadaribai Virani Kanya Vidyalaya, Rajkot.
229	Kumari Kumud Ghate ..	.. Head Mistress, Sheth G. T. High School for Girls, Rajkot.
230	Shri C. C. Shukla ..	.. Head Master, Choudhari High School, Rajkot.
231	Miss Rose O'Neil ..	.. Head Mistress, I. P. Mission Girls' High School, Rajkot.
232	Shri V. S. Raval ..	.. Educational Inspector, Halar District, Jamnagar.
233	Shri S. P. Taneja ..	.. Deputy Inspector of Technical Education, Rajkot.
234	Kumari O. J. Cooper ..	.. Assistant Inspectress of Girls' Schools, Rajkot.
235	Shrimati U. J. Dave ..	.. Educational Inspector, Madhya Saurashtra District, Rajkot.
236	Shri Babubhai P. Vaidya ..	.. President, Akhil Saurashtra Madhyamik Shikshak Sangh, Rajkot.
237	Shri A. M. Trivedi ..	.. Vice-President, Akhil Saurashtra Madhyamik Shikshak Sangh, Rajkot.
238	Shri Vajubhai Parmar ...	.. General Secretary, Akhil Saurashtra Madhyamik Shikshak Sangh, Rajkot.
239	Shri A. P. Oza ..	.. Member, Akhil Saurashtra Madhyamik Shikshak Sangh, Rajkot.
240	Shri P. K. Shringu ..	.. Divisional Commissioner, Rajkot Division, Rajkot.
241	Shri Chandulalbai Patel ...	.. Sarpanch, Madhya Saurashtra Jiliah Shala Mandal, Gondal.
242	Shri I. V. Trivedi ..	.. Principal, D. K. V. College, Jamnagar.
243	Shrimati Savita N. Mehta ...	.. 22, Ridge Road, Bombay-6.
244	Dr. (Mrs.) Jyotsnaben Shah ..	.. Special Officer, Certified Schools and Institutions, Social Welfare Department, Rajkot.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(VIII) BHUJ.		
246	Shri D. V. Thacker ..	.. Special Officer (Education), Kutch, Bhuj.
246	Shri Y. B. Bhave ..	.. Principal, R. R. Lalan College, Bhuj.
247	Shri K. N. Mankad ..	.. Mayor, Bhuj, Kutch.
248	Shri P. J. Dholakia ..	.. Educationist and Social Worker, Bhuj.
249	Shri G. S. Dholakia ..	.. Harijan Sevak Sangh, Bhuj.
250	Shri M. J. Dholakia ..	.. Head Master, Alfred High School, Bhuj.
251	Shri K. H. Vora ..	.. Head Master, Maharani Shree Gangabai Sahab Middle School, Bhuj.
252	Shri P. Mehta: ..	.. Collector, Kutch, Bhuj. :
253	Shri Tirath G. Sabhani ...	.. Manager, Gandhidham Maitri Mandal, Adipur, Kutch.
254	Shri Motiram Teohchand ...	.. Vice-President, Commercial Superintendent, S. R. C. Ltd., Adipur, Kutch.
255	Shri Bhavanji A. Khimji ..,	.. M. P., Bhuj.
(IX) POONA.		
256	Shri K. P. Mangalvedhekar ..	.. Member, Sholapur District Head Masters' Association and Superintendent, H. D. High School, Sholapur.
257	Shri C. V. Shirol ..	.. Member, Sholapur District Head Masters' Association and Head Master, A. K. High School, Sholapur.:
258	Rev. Fr. Schoch, S.J. ...	.. Secretary, the Poona Jesuit School Society, Poona-1.
259	Mother St. Brinda ..	.. Convent of Jesus and Mary, Poona-1.
260	Shri K. P. Paranjpe ...	.. Hon. Secretary, Maharashtra Girls' Education Society, Huzurpaga, Poona-2.
261	Shri B. G. Nere ..	.. Member, Maharashtra Girls' Education Society, Huzurpaga, Poona-2.
262	Shri V. P. Bokil ..	.. Do. do.
263	Shri S. V. Kale ..	.. Secretary, Shikshan Prasarak Mandali, Tilak Road, Poona-2.
264	Shri V. J. Tatke ..	.. Head Master, Modern High School, Poona-4.
265	Shri P. N. Virkar ..	.. Head Master, New English School, Poona-2.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(IX) POONA— <i>contd.</i>		
266	Shri W. M. Dabadghao:	.. Head Master, N. M. V. High School, Poona-2.
267	Shri R. P. Sabnis:	.. Head Master, Vidyamandir, Narayangaon, District Poona.
268	Shri S. S. Patke	.. President, the Head Masters' Association, Poona City and District, Krishna Kunj,, Karve Road, Poona-4.
269	Shri G. P. Sohoni	.. Member, the Head Masters' Association Poona City and District, Krishna Kunj,, Karve Road, Poona-4.
270	Shri L. P. Satpute	.. Secretary, the Poona Secondary Teachers' Association, A. V. Griha, 624, Sadashiv Peth, Poona-2.
271	Shri V. V. Vaidya	.. Member, the Poona Secondary Teachers' Association, A. V. Griha, 624, Sadashiv Peth, Poona-2.
272	Shri G. B. Kumbhakar	.. Member, the Poona Secondary Teachers' Association, A. V. Griha, 624, Sadashiv Peth, Poona-2.
273	Shri H. G. Joshi	.. Member, the Poona Secondary Teachers' Association, A. V. Griha, 624, Sadashiv Peth, Poona-2.
274	Shri P. K. Oak	.. Do. do.
275	Shri S. A. K. Brelvi	.. Educational Inspector, Poona District, Poona.
276	Shri C. G. Kulkarni	.. Secretary, the Association of the Managements of Poona Schools, Seva Sadan High School, Poona-2.
277	Shri B. G. Nene	.. Member, the Association of the Managements of Poona Schools, Seva Sadan High School, Poona-2.
278	Shri V. G. Keskar	.. Do. do.
279	Shri R. P. Patwardhan	.. Retired Director of Education, Bhandarkar Institute Road, Poona-2.
280	Shri S. V. Kogekar	.. Principal, Fergusson College, Poona.
281	Shri A. R. Bavdolkar	.. Principal, Tilak College of Education Poona 2.
282	Shri R. M. Marathe	.. Co-ordinator, Department of Extension Services, Tilak College of Education, Poona.
283	Shri B. D. Karve	.. Secretary, Higne Stree Shikshan Sanstha Hingne, Poona.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(IX) POONA— <i>concl'd.</i>		
284	Kumari C. S. Karnatki	.. Deputy Director of Education, B.S., Poona.
285	Shri S. C. Parikh	.. Secretary, G. K. H. Mandal, Poona-1.
286	Shri P. N. Virkar	.. Principal, S. T. C. Institute, New English School, Tilak Road, Poona-2.
287	Shri G. P. Sohoni	.. Principal, S. T. C. Institute, Camp Education Society's High School, Poona-1.
288	Shri P. H. Nisure	.. Principal, S. T. C. Institute, Ornella's High School, Poona-2.
289	Shri B. U. Kale	.. Principal, R. P. E. Society's S. T. C. Institute, Poona-2.
290	Shri G. D. Kiwalkar	.. Principal, Ramanbag S. T. C. Institute, Poona-2.
291	Shri B. G. Patil	.. Member, State Board of Primary Education Manchar, District Poona.
292	Shri M. V. Doochake	.. Vice-President, Ahmednagar District Secondary Teachers' Association, Ahmednagar.
293	Shri R. M. Shinde	.. Member, Ahmednagar District Secondary Teachers' Association, Ahmednagar.
294	Shri U. R. Patthankar	.. do. do.
295	Shri S. V. Hatwalne	.. President, Ahmednagar District Secondary Schools Head Masters' Association, Ahmednagar.
296	Shri J. B. Thiel	.. Vice-President, Ahmednagar District Secondary Schools Head Masters' Association, Ahmednagar.
297	Shri V. M. Thigale	.. President, Ahmednagar City Secondary Teachers' Association, Ahmednagar.
298	Shri M. V. Barde	.. Ahmednagar City Secondary Teachers' Association, Ahmednagar.
299	Shri R. P. Paranjpe	.. Vice-Chancellor, Poona University, Poona.
300	Shri M. V. Ghaskadbi	.. President, 3rd Session of the Bombay State Night High Schools' Conference, Ahmednagar.
301	Shri M. M. Kotaethane	.. Working President, 3rd Session of the Bombay State Night High Schools' Conference, Ahmednagar.
302	Shri R. L. Gosavi	.. Secretary, 3rd Session of the Bombay State Night High Schools' Conference, Ahmednagar.

APPENDIX " D "—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(X) KOLHAPUR.		
303	Shri M. B. Lohia	President, Association of Managements of Kolhapur Secondary Schools and Manager, Kolhapur Sugar Mills, Kolhapur.
304	Shri G. Y. Dixit	Secretary, Association of Managements of Kolhapur Secondary Schools, C/o Vidyapeeth High School, Kolhapur.
305	Shri D. N. Gokhale	Superintendent, New English School, Satara.
306	Shri B. M. Pagnis	Superintendent, Kanya Shala, Karada.
307	Shri P. V. Gole	Superintendent, Kanya Shala, Satara.
308	Shri K. J. Dixit	Superintendent, City High School, Sangli.
309	Shri R. V. Kulkarni	Head Master, Islampur High School, Islampur.
310	Shri K. S. Kale	Superintendent, Miraj High School, Miraj.
311	Shri S. V. Lingraj	Head Master, N. P. High School, Kolhapur.
312	Shri B. G. Kulkarni	Head Master, Vidyapeeth High School, Kolhapur.
313	Shri N. L. Khadilkar	President, South Satara District Secondary Teachers' Association, Sangli.
314	Shri P. V. Mangaonkar	Secretary, South Satara District Secondary Teachers' Association, Sangli.
315	Shri B. G. Jagtap	Senior Instructor, S. E. O. Training Centre, Gargoti.
316	Shri D. J. Sardeshpande	Superintendent, Rajapur High School, Rajapur, District Ratnagiri.
317	Shri B. R. Patil	Educational Inspector, North Satara District North Satara.
318	Shri J. J. Nanavaty	Educational Inspector, Kolhapur District Kolhapur.
314 (a)	Shri K. N. Mahadik	Educational Inspector, South Satara District, Sangli.
315 (a)	Shri S. V. Kalkar	Principal, S. M. T. T. College, Kolhapur.
316 (a)	Shri P. S. Mulgaonkar	Co-ordinator, Extension Services Department, S. M. T. T. College, Kolhapur.
317 (a)	Shri Bhaurao Patil	President, Rayat Shikshan Sanstha, Satara.
318 (a)	Shri S. B. Sukhtankar	Secretary, Rayat Shikshan Sanstha, Satara.

APPENDIX " D "—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(X) KOLHAPUR— <i>concl'd.</i>		
319	Shri G. S. Marathe ..	Principal, S. T. C. Institute, Sangli.
320	Shri C. G. Kulkarni ..	Principal, S. T. C. Institute, Kolhapur.
321	Shri G. K. Patil ..	Principal, S. T. C. Institute, Islampur.
322	Shri N. K. Chitale ..	Principal, S. T. C. Institute, Miraj.
323	Shri Y. G. Hardikar ..	Chairman, Secondary Teachers' Association, Kolhapur.
324	Shri L. K. Akiwate ..	Secretary, Secondary Teachers' Association, Kolhapur.
(XI) BOMBAY.		
325	Shri M. B. Shah ..	M. L. A., Bombay.
326	Shri Lalubhai Makanji Patel ..	Do.
327	Shri C. M. Patel ..	M. L. C., Bombay.
328	Shri Dadubhai Amin ..	Do.
329	Shri K. P. Shah ..	M. L. A., Bombay.
330	Shri P. Q. Parmar ..	Do.
331	Shri I. P. Parekh ..	M. L. C., Bombay.
332	Dr (Mrs) Madhuri R. Shah ..	Research Officer, Bombay Municipal Corporation, Bombay.
333	Miss. Amy B. H. J. Rustumjee ..	Somerset House, 169, Colaba Road, Bombay 5.
334	Shri S. S. Desai ..	Principal, M. H. Sabusiddin Polytechnic, Bombay.
335	Shri Thakorbhai Thakore ..	M. L. C., Bombay.
336	Shri D. S. Patil ..	M. L. A., Bombay.
337	Shri S. V. Deshmukh ..	Do.
338	Shri A. M. Makade ..	Do.
339	Shri V. D. Deshpande ..	Do.
340	Shri Balwantrao Mehta ..	M. P., C/o Shri Bhogilal M. Shah, Madhu Mahal, Krishnagar, Bhavnagar.
341	Shri K. R. Patil ..	M. L. C., Bombay.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(XII) NAGPUR.		
342	Shri K. T. Mangalmurti ..	.. Vice-Chancellor, Nagpur University, Nagpur.
343	Dr. N. G. Shabde ..	.. Principal, College of Science, Nagpur.
344	Shri S. L. Pandhripande ..	.. Principal, S. B. City College, Nagpur.
345	Shri D. S. Londhe ..	.. Principal, D. National College, Nagpur.
346	Dr. M. A. Moghe ..	.. Treasurer, Nagpur University, Nagpur.
347	Dr. (Miss) M. A. Saldhana ..	.. Principal, L. A. D. College for Women, Nagpur.
348	Dr. D. C. Moses ..	.. Principal, Hislop College, Nagpur.
349	Shri M. B. Tumpalliwar ..	.. M. P., Near Chandak Electric Co., Nagpur.
350	Shri D. L. Sharma ..	.. Officer on Special Duty (Edn.), Nagpur.
351	Shri S. M. Mutalib ..	.. Divisional Superintendent of Edn., Nagpur Division, Nagpur.
352	Shri S. M. Yaqoob ..	.. Divisional Superintendent of Edn., East Berar Division, Amraoti.
353	Shri T. A. Apte ..	.. Divisional Superintendent of Edn., Central Division, Nagpur.
354	Shri D. C. Dani ..	.. Divisional Superintendent of Edn., West Berar Division, Akola.
355	Shrimati M. Ranade ..	.. Inspectress of Girls' Schools, Berar Circle, Nagpur.
356	Shrimati Usha Kolte ..	.. Lecturer, Dhanavate National College, Nagpur.
357	Shrimati S. Mankeshwar ..	.. Ramdaapeth, Nagpur.
358	Shri D. K. Mohoni ..	.. Retired D. P. I., Dharampeth, Nagpur.
359	Shri J. S. Sahasrabudhe ..	.. Dhanvatenagar Vidyalaya, Nagpur.
360	Shri P. S. Patil ..	.. Chikhali, Buldhana District.
361	Shri Sadullah Khan ..	.. Secretary, Vidarbha Board of Secondary Education, Nagpur.
362	Shri R. H. Munje ..	.. Principal, B. T. College, Akola.
363	Shri D. S. Phadke ..	.. New English School, Belpura Branch, Amravati.
364	Shri S. D. Katakwar ..	.. Head Master, Shri Pakwasa Gujarati High School, Nagpur.
365	Shri A. H. Padhye ..	.. Manager, Prakash High School, Nagpur.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(XII) NAGPUR— <i>contd.</i>		
366	Shri V. G. Prakash	.. .. Manager, Model High School, Nagpur.
367	Shri Y. V. Nahatkar	.. .. Secretary, M. P. Education Society, Nagpur.
368	Shri K. K. Mankeeshwar	.. .. Ramdaspath, Nagpur.
369	Shri R. A. Hivale	.. .. Head Master, Vocational High School, Nagpur.
370	Shri V. J. Somalwar	.. .. Secretary, Somalwar Academy Education Society, Nagpur.
371	Shri D. J. Sule	.. .. Sule Mahila Vidyalaya, Nagpur.
372	Shri G. S. Gokhale	.. .. Head Master, Central Provinces & Berar Education Society High School, Nagpur.
373	Fr. R. D'Souza	.. .. Principal, St. John's High School, Nagpur.
374	Sister Denise	.. .. Head Mistress, Providence Girls' High School, Nagpur.
375	Sister Thereso Luic.	.. .. Head Mistress, Providence Primary Basic Training College, Nagpur.
376	Shri W. G. Pande	.. .. Head Master, Bharat Mahila Vidyalaya, Nagpur.
377	Shri G. A. Puranik	.. .. Vice-President, Dharampath Education Society, Nagpur.
378	Shri K. B. Kurvey	.. .. Manager, Kurvey's New Model High School, Nagpur and Secretary of the Managements of Sec. Schools Vidarbha, Nagpur.
379	..	.. .. The Manager, Modern High School, Nagpur.
380	..	.. .. The Head Master, Rastriya Vidyalaya, Nagpur.
(XIII) BHANDARA.		
381	Shri H. S. Hatwar	.. .. Bhandara.
382	Shri Palekar	.. .. Head Master, J. M. High School, Gondia.
383	Shri Lakhanikar	.. .. Head Master, Samarth Vidyalaya, Lakhani.
384	Shri A. S. Patil	.. .. Superintendent, G. N. High School, Gondia.
385	Shri S. S. Walkhede	.. .. Head Master, Rastriya Vidyalaya, Chimur.
386	Shri G. N. Warghane	.. .. Head Master, Municipal High School, Bhandara.
387	Shri Ahmed Ali	.. .. Retired District Inspector of Schools, District Bhandara, Bhandara.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(XIII) BHANDARA— <i>contd.</i>		
388	Shri B. K. Bhagwat	... Head Master, Government Multipurpose High School, Bhandara.
389	Shri D. D. Dhote	... M. L. A., Bhandara.
390	Shri V. J. Moghe	... Manager, Ganesh High School, Bhandara.
391	Shri K. R. Hardenja	... President, Municipal Committee, Bhandara.
392	Shri A. R. Hirde	... President, Ganesh High School, Bhandara.
393	Shri A. V. Sathe	... Teacher, Ganesh High School, Bhandara.
394	Shri Markandewar	... Chairman, Janpad Sabha, Bhandara.
395	Shrimati S. Buche	... Sanchalika, Dnyan Mandir, Bhandara.
396	Shrimati S. Paithankar	... A. B. Mandir, Bhandara.
397	Shri J. S. Rambhad	... Chairman, Education Committee, Municipal Committee, Bhandara.
398	Shri K. D. Thakur	... Vice-Chairman, District Development Board, Bhandara.
(XIV) WARDHA.		
399	...	... The Secretary, S. S. P. Mandal, Arvi Road, Wardha.
400	Shri N. S. Kaware	... Secretary, Secondary School Teachers' Association and Teacher, New English High School, Wardha.
401	Shri M. R. Banpurkar	... Head Master, N. H. Itkarni High School, Bramhapuri, District Chanda.
402	Shri V. K. Deshpande	... Head Master, Bharat Vidyalaya, Hinganghat.
403	Shri L. D. Pathak	... Superintendent, Diralal Lok Vidyalaya, Warora, District Chanda.
404	Shri S. S. Trivedi	... Vice-President, S. S. P. Mandal, Wardha.
405	Shri B. B. Singam	... Head Master, Government M. P. H. S., Wardha.
406	Shri R. V. Khare	.. President, Wardha Education Society, Wardha.
407	Shri W. M. Pangantiwar	.. Secretary, Secondary School Teachers, Assn., Chanda.
408	Shri D. B. Deo	.. Secretary, City High School, Chanda.
409	Shri S. B. Jiwatode	.. President, District Secondary School Head Masters' Assn., Chanda.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(XIV) WARDHA— <i>contd.</i>		
410	Shri M. C. Katkamwar	.. Secretary, Sarvodaya Vidyalaya, Shinde Wadi, District Chanda.
411	Shri S. N. Girmikar ..	.. Head Master, Swavlambi Vidyalaya, Wardha.
412	Shri Mahadeorao Thakre	.. M. L. A., Wardha.
413	Dr. M. M. Shah ..	.. Principal, Commerce College, Wardha.
414	Shri D. Y. Hadas ..	.. Area Organiser, Tribal Welfare, Chanda.
415	Shri Sant Tukdoji Maharaj	.. Akhil Bharatiya Sri Gurudeo Sevamandal, Gurukunj.
(XV) AMRAVATI.		
416	Shri B. G. Khaparde ..	.. Ex-Education Minister, M. P., Amravati.
417	Shri P. K. Deshmukh ..	.. Ex-Education Minister, M. P., Amravati.
418	Shri V. R. Rajwade ..	.. Retired Divisional Superintendent of Education, Amravati.
419	Dr. G. V. Pandit ..	.. Manager, Girls' High School, Yeotmal.
420	Shri H. R. Siddiqui ..	.. Retd. Head Master, Amravati.
421	Shrimati K. Gokhale ..	.. C/o Rajabhai Gokhale, Advocate, Amravati.
422	Shrimati Vimalabai Deshmukh	.. C/o Dr. P. S. Deshmukh, Amravati.
423	Shrimati Sitabai Bramha ..	.. Maltekdi Road, Amravati.
424	..	.. Mother Superior, Holy Cross Convent High School, Amravati.
425	Shri M. A. Hasan ..	.. Ex. M. P., Amravati.
426	Shri V. D. Bramha ..	.. Pleader, Amravati.
427	Shri R. G. Rajwade ..	.. Manager, Shri Samarth High School, Amravati.
428	Shri M. R. Sangai ..	.. Secretary, Sitabai Sangai High School, Anjan-gaon, Surji.
429	Shri N. L. Rathi ..	.. Secretary, G. R. Vidyalaya, Amravati.
430	Shri H. C. Indani ..	.. Joint Secretary, G. R. Vidyalaya, Amravati.
431	Shri Hidayatali Khan ..	.. Pleader, Amravati.
432	Shri V. U. Thakre ..	.. Amravati.
433	Shri N. T. Rajderkar ..	.. Head Master, Samartha High School, Amravati.
434	Shri S. P. Rastogi ..	.. Head Master, Ganeshdas Rathi Vidyalaya, Amravati.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(XV) AMRAVATI— <i>contd.</i>		
435	Shri Zadagaonkar ..	.. Head Master, New High School, (Main Branch), Amravati.
436	Shri G. Y. Joshi ..	.. Head Master, Nutan Kanya Shala, Amravati.
437	Shri V. M. Vaykole ..	.. Head Master, Shri Shivaji High School Amravati.
438	Shri D S Phadke ..	.. Head Master, New High School, Belpura, Amravati.
439	Shri P. R. Parnerkar ..	.. Head Master, Shri Ramkrishna High School, Amravati.
440	Shri S. N. Singh ..	.. Head Master, Manibai Gujarathi High School, Amravati.
441	Shri B. N. Nandurkar ..	.. Secretary, Secondary Teachers' Association Yeotmal.
442	Shri M. C. Bhat ..	.. Secretary, Secondary School Teachers' Assn., Amravati.
443	Shri B. D. Kanjkar ..	.. M. C., Bhudwara, Amravati.
444	Shri Deorao Patil ..	.. M. L. A., Darwha.
445	Shri N. R. Bamangaonkar ..	.. Amravati.
446	Shri V. D. Kulkarni ..	.. Vice-President, Secondary School Teachers' Association, Amravati.
447	Shri N. N. Mule ..	.. Vice-President, Secondary Schools Teachers' Association, Amravati
448	Shri S. R. Mohgaonkar ..	.. President, Secondary Schools Teachers' Association, Amravati.
449	Shri P. H. Doodhar ..	.. Joint Secretary, Secondary Schools Teachers' Association, Amravati.
450	Shri S. S. Gokhale ..	.. District Secretary, Secondary Schools Teachers' Association, Amravati.
451	Shri V. K. Karve ..	.. Joint Secretary, Secondary School Teachers' Association, Amravati.
452	Shri C. K. Nimbalkar ..	.. Member, Secondary School Teachers' Association, Amravati.
453	Shri S. N. Godbole ..	.. Member, Secondary School Teachers' Association, Amravati.
454	Shri R. P. Dubo ..	.. Head Master, Hindi I. E. M. School, Amravati.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(XV) AMRAVATI— <i>contd.</i>		
455	Shri M. A. Bambawale	Principal, Post Graduate Basic Training College, Amravati.
456	Shri Lole	Principal, Polytechnic, Amravati.
457	Shri D. K. Borwankar	Principal, Kalaniketan, Amravati.
458	Shri D. B. Pradhan	District Inspector of Schools, Amraoti.
459	Shrimati N. Sathe	Principal, Government Diploma Training Institute for Women, Amravati.
460	Shrimati L. Chafekar	Head Mistress, Government Girls' M. P. High School, Amravati.
461	Shri V. R. Ketkar	Head Master, Government Vocational High School, Amravati.
462	Shrimati S. Deoskar	District Inspectress of Schools, District Amravati, Amravati.
463	Shri J. D. Raulkar	District Inspector of Schools, District Yeotmal, Yeotmal.
464	Shri W. M. Bodhankar	Principal, Dipl. T. Institute for Men, Amravati.
465	Shri W. B. Joshi	Community Centre Organiser, Amravati.
466	Shri S. R. Londhe	Director, Rural Institute, Amravati.
467	Shri N. C. Deshmukh	Vice-Principal, Shree Shivaji College, Amravati.
468	Shri Padale	Vice-President, Shri Shivaji Education Society, Amravati.
469	Shri H. D. Bodhe	Deputy Director, Gandhi Gramodyog Mandir, Amravati.
470	Dr. Jwala Prasad	Director, Shivaji Lok Vidyapeeth, Amravati.
471	Shri K. B. Kadam	Principal, Janata College, Amravati.
472	Shri H. P. Chitari	Principal, Rural Institute, Amravati.
473	Shri K. S. S. Iyer	Principal, Engineering Course, Rural Institute, Amravati.
(XVI) ACHALPUR.		
474	Shri R. V. Deshmukh	Vidarbha Mills, Achalpur.
475	Shri B. R. Phadnis	Member, Governing Body, Subodh High School, Achalpur.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(XVI) ACHALPUR— <i>contd.</i>		
476	Shri T. G. Bharatiya ..	.. Manager, Subodh High School, Achalpur.
477	Shri M. G. Ringangaonkar ..	.. Head Master, City High School, Achalpur.
478	Shri Pradhan ..	.. Rashtriya High School, Achalpur.
479	Shri R. M. Deshmukh ..	.. Member, Governing Body, City High School, Achalpur.
480	Shri S. M. Dubey ..	.. Head Master, Government I. M. School, Achalpur City.
481	Shri Mohd. Nazar Khan ..	.. Municipal Committee, Achalpur.
482	Dr. H. N. Deshmukh ..	.. Achalpur Camp.
483	Shri R. T. Deshpande ..	.. Achalpur.
484	Shri D. S. Mujumdar ..	.. Head Master, Municipal High School, Achalpur.
485	Shri A. K. Deshmukh ..	.. Head Master, I. E. S. Kanya Shala, Achalpur.
486	Shri Syed Zulfiqar Hussain ..	.. Manager, Rahmania High School, Achalpur.
487	Shri Mohd. Mahmoodkhan ..	.. Head Master, Rahmania High School Achalpur.
488	Shri N. P. Giridhar ..	.. Achalpur.
489	Shri M. Khandelwal ..	.. Achalpur.
490	Shri Baboo Laloo Patil ..	.. Dharni.
491	Shri Shivpujan Upadhyaya ..	.. Dharni.
492	Shri P. S. Gupte ..	.. Achalpur.
(XVII) AKOLA.		
493	Shri V. B. Sapre ..	.. President, N. E. High School, Akola.
494	Shri A. S. Athaley ..	.. Advocate, Akola.
495	Shri K. Y. Deshpande ..	.. Secretary, English School, Akola.
496	Shri P. Y. Rivale ..	.. Manager, Mission I. M. School, Akola.
497	Shrimati Kusumbai Korpe ..	.. M. L. A., Akola.
498	Shrimati Vimalabai Alsi ..	.. Akola.
499	Shrimati Ambutai Mahajani ..	.. President, M. Kanya Shala, Akola.
500	Shrimati Radhadevi Goenka ..	.. Manager, Vidyamandir High School, Akola.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(XVII) AKOLA— <i>contd.</i>		
501	Shri N. S. Agarkar ..	.. Chairman, Janpad Sabha, Murtiapur.
502	Shri Narubhau Deshpande ..	.. President, Narsing Vidyalaya, Akola.
503	Shri J. D. Rajurkar ..	.. M. L. A., Akola.
504	Dr. R. J. Kulkarni ..	.. " Secretary, Janata Vidyalaya, Malegaon.
505	Shri Madhusudan Vairale ..	.. M. L. A., Akola.
506	Shri P. N. Khode ..	.. M. L. C., Akola.
507	Shri V. K. Parashar; ..	.. Do.
508	Shri S. N. Yadvadkar ..	.. District Inspector of Schools, District Akola, Akola.
509	Shri N. T. Vartak ..	.. Professor, B. T. College, Akola.
510	Shri W. N. Dandekar; ..	.. Professor, B. T. College, Akola.
511	Shri N. R. Kelkar ..	.. Principal, Sitabai Arts College Akola.
512	Shri V. W. Kale ..	.. Head Master, Gadge Maharaj Vidyalaya, Murtizapur.
513	Shrimati R. Gharpure ..	.. Head Mistress, Government Girls' High School, Akola.
514	Shrimati S. Gohilot ..	.. Head Mistress, T. K. Vidyalaya, Patur.
515	Shri D. Y. Oke ..	.. Head Master, B. R. High School, Akola.
516	Shri H. R. Katyayani ..	.. President, Head Masters' Association, Akola and Head Master, M. B. High School, Akola.
517	Shri V. V. Bhat ..	.. President, Secondary School Teacher's Association, Akola.
518	Shri M. G. Ghate ..	.. Secretary, Secondary School Teachers' Association, Akola.
519	Shri V. Pandit ..	.. Teacher, N. E. High School, Akola.
520	Shri D. C. Dani ...	.. Divisional Superintendent of Education, Akola.
521	Shri Datar ...	.. Teacher, N. E. High School, Akola.
522	Shri G. M. Morshukar ...	.. Teacher, N. E. High School, Akola.
523	Shri D. A. Dabhadkar ...	.. Teacher, Bramha High School, Murtizapur.
524	Shri H. K. Puradupachyo ...	.. Member of the School Committee of Government High School, Akola.

APPENDIX "D"—*concl'd.*

Serial No.	Name.	Designation and Address.
1	2	3
(XVII) AKOLA— <i>concl'd.</i>		
525	Shri P. S. Patil	... Shri Shivaji High School, Chikhli.
526	Shri R. T. Ingle	... Superintendent, Harijan Hostel, Malkapur.
527	Shrimati K. N. Chaube	... Member, School Committee, Government Girls' High School, Khamgaon.
528	Shri B. D. Gujarathi	... Head Master, National High School, Khamgaon.
529	Shri S. G. Nema	... Head Master, Kela High School, Khamgaon.
(XVIII) JALGAON.		
530	Shri L. N. Chhapekar	... Superintendent, L. N. S. High School and President, East-Khandesh Head Masters' Association, Jalgaon.
531	Shri M. V. Sathye	... Hon. Secretary, East Khandesh Association and Head Master, New English School, Jamner.
532	Shri V. D. Kalwit	... Member, East Khandesh Head Masters' Association and Head Master, New English School, Kurha.
533	Shri J. S. Choubal	... Vice-President, East-Khandesh Head Masters' Association and Principal, R. R. Vidyalaya, Jalgaon.
534	Shri Y. S. Mahajan	... Principal, M. J. College, Jalgaon.
535	Shri K. Z. Lad	... Principal, Pratap College, Amalner.
536	Shri S. K. Sohoni	... Educational Inspector, West Khandesh.
537	Shri M. M. Ghanekar	... Educational Inspector, East Khandesh.
538	Shri R. B. Wadekar	... Vice-President, Shikshan Prasarak Mandal, Jalgaon, East Khandesh.
539	Shri K. R. Sathe	... President, East-Khandesh Education Society, Jalgaon.
540	Shri S. H. Patwardhan	... Secretary, Chalisgaon Education Society Chalisgaon, East Khandesh.
541	Shri P. D. Mahajan	... President, East Khandesh Secondary Teachers' Association, Thorgavan, East Khandesh.
542	Shri R. G. Chaudhari	... Member, East Khandesh Secondary Teachers' Association, Thorgavan, East Khandesh.
543	Shri D. V. Kulkarni	... Member, East Khandesh Secondary Teachers' Association, Thorgavan, East Khandesh.

APPENDIX "D"—*contd.*

Serial No.	Name.	Designation and Address.
1	2	3
(XVIII) JALGAON— <i>contd.</i>		
544	Shri K. K. Joshi	Chairman, Varangaon Education Society, District East Khandesh.
545	Shrimati Shanbaug	Assistant Deputy Educational Inspector, Jalgaon.
546	Shri V. H. Patil	Sawada, District East Khandesh.
547	Shri D. M. Nikam	Bar-at-Law, Jalgaon.
548	Shri K. M. Patil	Hon. Secretary, District Development Board, East Khandesh, Jalgaon.

APPENDIX "E".

List of the meetings of the Integration Committee for Secondary Education.

Serial No.	Dates of meeting.	Place of meeting.
1	February 20, 1958	Secondary Training College, Bombay.
2	March 20, 1958. (Joint Meeting of the Integration Committee for Secondary Education and Integration Committee for Primary Education).	Do.
3	March 20, 1958 (from 12-30 p.m. to 4-00 p.m.), 21 and 22, 1958.	Do.
4	April 13 and 14, 1958	Do.
5	May 19 to 22, 1958 (both days inclusive)	Office of the Director of Education, Poona I.
6	May 23, 1958	Secondary Training College, Bombay.
7	July 2 and 3, 1958	Do.
8	July 26 to 31, 1958	Do.
9	August 11 to 14, 1958	A. G. Teachers' College, Navarangpura, Ahmedabad 9.
10	August 25 and 26, 1958	Subhedari Guest House, Aurangabad.
11	August 27, 1958	Kala Mandir, Nanded.
12	September 5, 6, 7 and 8, 1958	Committee Room in the old Secretariat on September 5, 6 and 7 and Committee Room in the Sachivalaya on September 8, 1958.

APPENDIX "E"—*contd.*

Serial No.	Dates of meeting.	Place of meeting.
13	September 9 and 10, 1958 ..	.. Sorabji J. J. Training College, Surat.
14	September 19, 20 and 21, 1958 ..	.. Office of the Educational Inspector, Ahmedabad, District Ahmedabad.
15	September 22 and 23, 1958 ..	.. District Library, Bhavnagar.
16	September 24 and 25, 1958 ..	.. Middle School, Rajkot.
17	September 26, 1958 ..	.. Alfred High School, Bhuj.
18	October 8 and 9, 1958 ..	.. Office of the Director of Education, Poona 1.
19	October 10, 1958 ..	.. S. M. T. T. College, Kolhapur.
20	October 18 and 19, 1958 ..	.. Committee Room in the Sachivalaya, Bombay 1.
21	October 24, 25 and 26, 1958 ..	.. Nagpur University's Office.
22	October 26, 1958 (afternoon)	.. Bhandara.
23	October 27, 1958 ..	.. Circuit House, Wardha.
24	October 28 and 29, 1958 ..	.. Circuit House, Amraoti.
25	October 30, 1958 ..	.. Circuit House, Akola.
26	October 31, 1958 ..	.. G. S. Commerce High School, Jalgaon.
27	November 6, 1958 (Joint Meeting of the I. C. S. E. and I. C. P. E.).	.. Secondary Training College, Bombay.
28	November 7 and 8, 1958 ..	.. Do.
29	November 17 to 20, 1958 ..	.. A. G. Teachers' College, Navarangpura, Ahmedabad 9.
30	December 7 to 12, 1958 ..	.. Secondary Training College, Bombay.
31	January 5, 6, 7 and 8, 1959 ..	.. Do.
32	January 22, 23 and 24, 1959 ..	.. A. G. Teachers' College, Navarangpura, Ahmedabad 9.
33	February 7 and 8, 1959 ..	.. Secondary Training College, Bombay.
34	February 17 and 18, 1959 ..	.. Do.
35	February 22, 1959 ..	.. Do.
36	February 28, 1959 ..	.. Do.
<i>Meetings of the Sub-Committee appointed by the Committee.</i>		
1	May 17 and 18, 1958 ..	.. Office of the Director of Education, Poona.
2	February 2 and 3, 1959 ..	.. Secondary Training College, Bombay.
3	February 13, 1959 ..	.. Do.

APPENDIX "F".

List of the places in the four main regions visited by the Integration Committee for Secondary Education.

Serial No.	Place.	District.	Division.	Date/s of Visit.
1	Aurangabad	.. Aurangabad	.. Aurangabad Division.	August 25 and 26, 1958.
2	Nanded	.. Nanded	.. Do.	.. August 27, 1958.
3	Bombay	.. Greater Bombay	Bombay Division	September 5 to 8, 1958.
4	Surat	.. Surat	.. Do.	.. September 9 and 10, 1958.
5	Ahmedabad	.. Ahmedabad	.. Ahmedabad Division.	September 19 to 21, 1958.
6.	Bhavnagar	.. Gohilwad	.. Rajkot Division..	September 22 and 23, 1958.
7	Songad	.. Do.	.. Do.	.. September 22, 1958.
8	Sanosara	.. Do.	.. Do.	.. September 22, 1958.
9	Rajkot	.. Madhya Saurashtra.	Do.	.. September 24 and 25, 1958.
10	Gondal	.. Do.	.. Do.	.. September 25, 1958.
11	Bhuj	.. Kutch	.. Do.	.. September 26, 1958.
12	Adipur	.. Do.	.. Do.	.. September 27, 1958.
13	Gandhidham	.. Do.	.. Do.	.. Do.
14	Kandla	.. Do.	.. Do.	.. Do.
15	Kunsumbra	.. Halar	.. Do.	.. September 27, 1958.
16	Aliabada	.. Do.	.. Do.	.. Do.
17	Poona	.. Poona	.. Poona Division	.. October 8 and 9, 1958.
18	Kolhapur	.. Kolhapur	.. Do.	.. October 10, 1958.
19	Bombay	.. Greater Bombay	Bombay Division	October 18 and 19, 1958.
20	Nagpur	.. Nagpur	.. Nagpur Division	October 24, 25 and 26, 1958.
21	Bhandara	.. Bhandara	.. Do.	.. October 26, 1958.
22	Khaparkheda	.. Nagpur	.. Do.	.. Do.
23	Wardha	.. Wardha	.. Do.	.. October 27, 1958.
24	Gurukunj	.. Amraoti	.. Do.	.. Do.
25	Amraoti	.. Amraoti	.. Do.	.. October 27, 28 and 29, 1958.
26	Achalpur	.. Do.	.. Do.	.. October 29, 1958.
27	Akola	.. Akola	.. Do.	.. October 29 and 30, 1958.
28	Jalgaon	.. East Khandesh	Aurangabad Division.	October 31, 1958.

APPENDIX "Q".

OLD BOMBAY STATE (COMPRISING POONA, BOMBAY AND AHMEDABAD DIVISIONS)

District Educational Set-up.

Serial No.	Name of the District.	Area (in square miles).	Number of full-fledged High Schools.	Number of Primary Training Institutions.		Number of S. T. C. Institutes.	Number of pupils in Secondary Schools.		Status of E. I. in charge of the District, whether in B. E. S. Class I or Class II.	Remarks.
				Male.	Female.		8	9		
1	2	3	4	5	6	7	8	9	10	
1	South Satara	..	42	3	1	3	11,507	I		
2	North Satara	..	45	5	2	2	13,414	I		
3	Kolhapur	..	44	2	1	1	15,057	I		
4	Sholapur	..	44	2	..	1	15,706	I		
5	Poona	..	98	4	5	6	47,239	I		
6	Ahmednagar	..	33	4	1	1	12,286	I		
7	Greater Bombay	..	303	1	6	9	1,77,230	I		
8	Balnagiri	..	47	3	1	..	12,057	I		
9	Kolaba	..	23	2	1	..	6,090	I		
10	Thana	..	53	3	1	..	21,717	I		
11	Nasik	..	47	4	1	2	16,328	I		
12	Surat	..	71	2	2	..	33,575	I		
13	West Khandesh	..	20	2	..	2	8,816	I		

14 Dange	..	..	653	1	..	..	..	101	II
15 Broach	..	..	2,911	22	2	1	1	9,148	I
16 Baroda	..	..	2,969	53	2	1	..	24,232	I
17 Panchmahals	..	..	3,500	17	1	1	..	9,747	I
18 Kaira	..	..	2,542	70	2	2	..	34,361	I
19 Ahmedabad	..	..	3,529	84	3	2	1	54,269	I
20 Sabarkantha	..	..	2,845	21	1	..	..	5,738	II
21 Banaskantha	..	..	4,091	6	..	..	..	2,283	II
22 Mehsana	..	..	4,312	64	1	..	..	26,705	I

APPENDIX "H".

RAJKOT DIVISION.

District Educational Set-up.

Serial No.	Name of the District.	Area (in square miles).	Number of full-fledged High Schools.	Number of Primary Training Institutions		Number of S.T.C. Institutes.	Number of pupils in Secondary Schools.	Status of E.I. in charge of the District, whether in B. E. S. Class I or Class II.	Remarks.
				Male.	Female.				
1	2	3	4	5	6	7	8	9	10
1	Madhya-Saurashtra	..	31	1	3	..	23,204	II	
2	Gohilwad	..	24	5	..	..	17,693	II	
3	Halar	..	15	2	..	..	6,852	II	
4	Sorath	..	19	2	..	..	15,255	II	
5	Zalawad	..	11	2	1	..	9,029	II	
6	Kutch	..	14	1	..	..	7,828	I	
7	Amreli	..	7	..	..	..	2,687	II	

APPENDIX "I".

NAGPUR DIVISION.

District Educational Set-up.

Serial No.	Name of the District.	Area (in sq. miles).	Number of Training Institutions		Number of Pupils in S. T. C. Institutions.		Status of E. I. in charge of the District, whether in B. E. S. Class I or Class II.	Remarks.	
			High Schools.	Male.	Female.	Secondary Schools.			
1	2	3	4	5	6	7	8	9	10
1	Nagpur ..	..	66	5	4	1	45,657	II	
2	Bhandara ..	..	21	1	..	..	11,882	II	
3	Wardha ..	..	18	3	..	1	18,295	II	
4	Amravati ..	..	57	2	2	1	28,920	II	
5	Yectmal ..	..	31	1	..	..	18,082	II	
6	Akola ..	..	33	2	..	..	18,987	II	
7	Buldhana ..	..	36	1	..	..	17,387	II	
8	Chanda ..	..	16	2	..	..	10,508	II	

APPENDIX "J",

AURANGABAD DIVISION.

District Educational Set-up.

Serial No.	Name of the District.	Area (in sq. miles).	Number of High Schools.	Number of Primary Training Institutions		Number of S.T.C. Institutions.	Number of pupils in Secondary Schools.	Status of E. Is. in charge of the District, whether in B. E. S. Class I or Class II.		Remarks.
				Male.	Female.					
1	2	3	4	5	6	7	8	9	10	
1	Aurangabad	..	21	..	1	..	16,464	II		
2	Parbhani ..	..	16	1	..	..	8,246	II		
3	Nanded ..	..	14	1	..	..	6,804	II		
4	Bhir ..	..	14	1	..	..	9,157	II		
5	Omanabad	..	32	1	..	..	13,502	II		
6	East Khandesh	..	63	3	1	..	20,270	I		

APPENDIX "K".

Showing the scales of pay for teachers in non-Government Secondary Schools in the old Bombay State.

Serial No.	Category of teachers.	Qualifications.	Scale of pay.	Remarks.
1	2	3	4	5
1	(A) Head Masters, Head Mistresses or Principals of High Schools.	Graduate with at least five years' teaching experience.	<p>(I) <i>Independent scales</i>— (i) Class I—Rs. 300—15—450. (ii) Class II—Rs. 250—10—350. (iii) Class III—Rs. 200—10—300.</p> <p>(II) Assistant Master's Pay scale plus duty allowance as under: <i>Rate of duty allowance</i>— (i) Class I—Rs. 100—200. (ii) Class II—Rs. 50—100. (iii) Class III—Rs. 40—75.</p>	<p>The condition of 5 years' teaching experience can be condoned in special cases with the previous approval of the Director of Education.</p> <p>The Duty Allowance which is to be paid in lieu of Head Master's scale is allowed to be fixed anywhere within the minimum and maximum of the grades with the approval of the Director of Education.</p>
	(B) Heads of Middle Schools.	....	Assistant Master's pay scale plus a fixed allowance ranging from Rs. 20 to 35.	
2	Assistant Masters/ Mistresses.	(i) Graduate with B.T. (ii) Graduate with S.T.C. or T.D. and Graduate with D.P.Ed. (iii) B. Com. or B.Sc. (Agri.).	Rs. 80—5—130—E.B.—0—160—8—200. Rs. 74—4—114—E.B.—4—130—6—160. Rs. 70—5—130—E.B.—6—160—8—200.	Rs. 70 for Pass Class, Rs. 85 for 1st and 2nd Class Graduates with an advance increment for those who hold B.T. or Diploma in Physical Education.
		(iv) B.A., B.Sc. ...	Rs. 70—2—74.	

APPENDIX "K"—*contd.*

Serial No.	Category of teachers.	Qualifications.	Scale of pay.	Remarks.
1	2	3	4	5
		(e) Metric or S.S.C. with S.T.C. or T.D.	Rs. 56-2-76-E.B.-2-80-120.	There is no scale laid down for Intermediate teachers. They are given four advance increments (Rs. 8) in the Metric, S.T.C. scale if they have passed the Intermediate and S.T.C. or equivalent examination.
		(st) Metric or S.S.C.	Rs. 50-3/2-56.	... In addition to the scales laid down (vide column No. 4) the following additional amounts are paid for higher qualifications— Re. (1) First Class in Bachelor's degree. 15 (2) Second Class Honours in Bachelor's degree. 5 (3) First Class in Master's degree ... 15 (4) Second Class in Master's degree ... 10 (5) A fixed amount of Rs. 10 for teachers holding T.D. of U.K., M.Ed., Ph.D. in Education, M.A. in Education or an equivalent degree of the U.K. or of any statutory Indian University.
3 Special Subject Teachers—				
(a) Drawing Teachers—				
	(i) Drawing Teachers Certificate.	.....	Rs. 56-2-76-E.B.-2-80-E.B.-120.	
	(st) Drawing Masters Certificate.	.....	Rs. 62-3-92-E.B.-4-120.	
	(ii) Art Masters Certificate.	.....	B.A., S.T.C. Scale with advance increments upto two.	

APPENDIX "K"—*conold.*

Serial No.	Category of teachers.	Qualifications.	Scale of pay.	Remarks.
1	2	3	4	5
(III) Teachers holding Shastric qualifications equivalent to M.A.— Shastris with S.T.C.				
		.....		Two additional increments i.e. Rs. 8 in the B.A., S.T.C. scale (i.e. Rs. 74-4-114—E.R.—130-6-160).
(c) Sewing and Needle work Mistresses—				
	Primary School Certificate (P.S.C.) Examination (Pass) plus a Certificate and/or Diploma in Tailoring and/or Embroidery Courses approved by the Director of Technical Education.	.....	Rs. 56-2-76—E.R.—2-80-4—120.	

APPENDIX "L".

Showing details about the financial position of some of the Secondary Schools in the State.

Serial No.	Name of the School.	Total enrolment.	Total Income.	Total expenditure.	Whether the School has a		
					Surplus budget.	Balanced budget.	Deficit budget.
1	2	3	4	5	6	7	8
(1) Group I—Schools with enrolment up to 300.							
(I) <i>Old Bombay State Area</i> (comprising Poona, Bombay and Ahmedabad Divisions):							
			Rs.	Rs.			
1	H. M. Public School, Andheri, Bombay	300	1,13,610	1,13,610	....	Yes	....
2	St. Alloys High School, Bandra, Bombay	210	37,093	37,093	....	Yes	....
3	Navin Hind High School, Poona	Below 300	88,071	87,917	Yes	....	....
4	Sant Tukaram High School, Dehu, Poona District	Do.	4,935	4,618	Yes	....	....
5	Bharat High School, Jeur, Sholapur District	105	13,542	13,038	Yes	....	....
6	Janata Vidyalaya, Yedshi, Sholapur District	139	25,930	25,930	....	Yes	....
7	Shri Padmaraje Vidyalaya, Shirol, Kolhapur	Below 300	12,877	14,333	....	....	Yes
8	Kodoli V. High School, Kadoli, Kolhapur District.	Do.	26,062	26,090	....	....	Yes.
9	Balaba High School, Barwala, District Ahmedabad.	Below 300	19,144	22,845	Yes	....	Yes

APPENDIX "L"—contd.

Serial No.	Name of the School.	Total enrolment.	Total income.	Total expenditure.	Whether the School has a		
					Surplus budget.	Balanced budget.	Deficit budget.
1	2	3	4	5	6	7	8
			Rs.	Rs.			
(I) Old Bombay State Area—contd.							
10	Ganatipur Sora Vidyalaya, Ahmedabad	.. Below 300	22,963	27,660	Yes	....	....
11	L. D. High School, Sachin, District Surat	.. Do.	17,605	24,030	....	....	Yes.
12	Gangadhara High School, Gangadhara, Surat	.. Do.	13,603	16,640	....	....	Yes.
13	Municipal High School, Kheralu, Mehsana District.	.. Do.	18,555	18,806	....	....	Yes.
14	Randheja High School, Randheja	.. Do.	30,178	30,080	Yes	....	....
(II) Nagpur Division.							
15	A. K. Chaudharia High School, Nagpur, District Nagpur.	277	20,463	20,533	....	....	Yes.
16	Dinanath High School, Nagpur	.. 298	22,516	22,377	Yes	....	....
17	Lok Vidyalaya, Wardha	.. Below 300	28,441	22,338	Yes	....	....
18	Station High School, Pulgaon, Wardha	.. Do.	21,995	16,783	Yes	....	....
19	Rashtriya Shetki Vidyalaya, Kholapur, Amravati District.	264	29,894	26,140	Yes	....	....
20	Ashok Vidyalaya, Ashok-Nagar, District Amravati.	193	19,144	19,608	....	....	Yes.

(III) Rajkot Division.

21	Home School, Bhavnagar, District Gohilwad	..	Below 300	23,119	...	Yes	..	....
22	Vinay Mandir, Aliabada, District Halar	..	Do.	10,147	....	....	..	Yes.
23	Sheth G. T. Memorial High School, Kothara, Kutch.	..	218	14,923	....	....	..	Yes.

(IV) Aswangsabad Division.

No information has been received.

(2) Group II—Schools with enrolment between 301 and 500.

(I) Old Bombay Area
(comprising Poona, Bombay and Ahmedabad Divisions).

24	Ram Mohan English School, Dadar, Bombay	..	461	55,637	Yes.
25	Hashmia High School, Bombay-3	..	370	43,526	....	....	..	Yes.
26	Mahatma Phule High School, Poona-2	..	301-500	62,504	....	Yes	..	....
27	V. P. S. High School, Lonavala, Poona	..	Do.	75,975	....	Yes	..	....
28	Sangola, V. M. Sangola, District Sholapur	..	300	20,169	Yes	..	..	....
29	S. H. N. High School for Girls' Sholapur	..	426	36,882	Yes	..	..	....
30	Vikram High School, Kolhapur	..	300-500	33,814	....	....	..	Yes.
31	M. L. H. High School, Kolhapur	..	300-500	38,529	....	....	..	Yes.
32	Asarva Vidyalaya, Asarva, District Ahmedabad..	..	300-500	46,980	....	....	..	Yes.
33	M. P. Pandya High School, Jetalpur, Ahmedabad	..	300-500	46,376	....	....	..	Yes.
34	V. D. G. High School, Kathor, District Surat	..	300-500	30,945	....	....	..	Yes.

APPENDIX "L"—contd.

Serial No.	Name of the School.	Total enrolment.	Total Income.	Total expenditure.	Whether the School has a		
					Surplus budget.	Balanced budget.	Deficit budget.
1	2	3	4	5	6	7	8
(I) Old Bombay Area—contd.							
35	Patel R. S. Vidyalaya, Orna, District Surat ..	300-500	30,840	34,940	....	....	Yes.
36	New Progressive High School, Mobsana ..	300-500	38,381	43,113	....	....	Yes.
37	Shri Ram Sarr. Vidyalaya, Jhotana, District Mobsana.	300-500	21,198	37,801	....	....	Yes.
(II) Nagpur Division.							
38	Public High School, Umrer, Nagpur District ..	344	26,232	28,640	....	....	Yes.
39	Modern High School, Nagpur ..	329	26,930	26,966	....	....	Yes.
40	Model High School, Arvi, District Wardha ..	300-500	25,773	25,683	Yes	....	....
41	New High School, Belpura, District Amravati ..	450	57,454	54,895	Yes	....	....
42	Shri Gurudeo Vidya Mandir, Mozari, District Amravati.	492	38,191	38,643	....	....	Yes.
(III) Rajkot Division.							
43	New High School, Danapith, District Gohilwad ..	301-500	24,609	24,809	....	Yes.	....
44	Dayaand Kanya Vidyalaya, Jambagar, Halar ..	301-500	30,152	28,851	Yes.	....	....
45	Matrri Maha Vidyalaya, Adipur, Kutch ..	468	56,800	68,500	....	....	Yes.

No information has been received.

(V) *Aurangabad Division.*(3) *Group III—Schools with enrolment 501 and 1000.*(1) *Old Bombay area*
(comprising Poona, Bombay and Ahmedabad
Divisions)

46	St Xavier's High School, Dhobitalao, Bombay ..	742	79,950	74,800	Yes	....	....
47	Parle Tilak Vidyalaya, Bombay ..	733	1,88,043	1,88,043	....	Yes	....
48	S. J. High School, Dhond, District Poona ..	502-1000	72,328	70,048	Yes	....	....
49	P. C. M. Gujarathi High School, District Poona	502-1000	68,638	68,634	Yes	....	....
50	R. C. Chandak High School, Sholapur: ..	810	1,04,800	1,04,800	....	Yes	....
51	Sulakhe High School, Barsi, District Sholapur ..	616	74,068	67,827	Yes	....	....
52	New High School, Kolhapur ..	501-1000	85,736	85,393	Yes	....	....
53	N. P. High School, Kolhapur ..	501-1000	74,657	74,589	Yes	....	....
54	Fellowship High School, Ahmedabad ..	501-1000	1,02,052	96,286	Yes	....	....
55	Sheth C. K. High School, Sanand, Ahmedabad.	501-1000	41,502	42,481	....	....	Yes.
56	Sir C. J. N. Z. Madressa, Narvasi, District Surat.	501-1000	78,711	84,280	....	....	Yes.
57	N. M. J. Union High School, Surat ..	501-1000	82,690	76,675	Yes	....	....
58	Sarva Vidyalaya High School, Kadi, District Mehsana.	501-1000	66,606	65,236	Yes	....	....
59	Sheth G. C. High School, Pilwai, Mehsana ..	501-1000	72,735	68,501	Yes	....	....

APPENDIX "L"—*conclsd.*

Serial No.	Name of the School.	Total enrolment.	Total income.	Total expenditure.	Whether the School has a		
					Surplus budget.	Balanced budget.	Deficit budget.
1	2	3	4	5	6	7	8
(II) <i>Nagpur Division.</i>							
60	Sula High School, Nagpur ..	710	49,165	46,062	Yes.	....	....
61	Navyug Vidyalaya, Nagpur ..	923	63,500	63,317	Yes.	....	....
62	New English High School, Wardha ..	501-1000	80,904	70,474	Yes.	....	....
63	Model High School, Wardha ..	501-1000	32,938	41,564	....	....	Yes.
64	Shree Samartha High School, Amravati ..	966	58,860	55,497	Yes	....	....
65	Prabodhan V. Daryapur, District Amravati ..	576	85,959	83,599	Yes	....	....
(III) <i>Rajkot Division.</i>							
66	G. T. Girls' High School, Rajkot M. S. ..	501-1000	48,516	48,516	....	Yes	....
67	J. P. Parekh High School, Mahuva ..	501-1000	38,393	39,474	....	....	Yes.
68	Shree Rankrishna High School, Mandvi, Kutch..	501-1000	20,500	23,345	....	....	Yes.
(IV) <i>Aurangabad Division.</i>							
<i>No information has been received.</i>							
(4) <i>Group IV—Schools with enrolment between 1,001 and 1,500.</i>							
(1) <i>Old Bombay Area</i> (comprising Poona, Bombay and Ahmedabad Division).							
69	The Saifi High School, Bombay 3 ..	1113	99,208	1,13,937	....	....	Yes.

70	K. M. S. Parcel High School, Parcel, Bombay ..	1563	1,76,031	1,87,944	....	....	Yes.
71	N. E. S. Ramanbag, Poona ..	1001-1500	1,32,535	1,43,943	....	....	Yes.
72	Modern High School, Poona 2 ..	1001-1500	1,42,671	1,28,124	Yes	....	....
73	H. D. High School, Sholapur ..	1738	2,19,675	2,19,714	....	....	Yes.
74	A. K. High School, Sholapur ..	1286	1,78,515	1,74,946	Yes	....	....
75	V. S. Trivedi Tutorial High School, Ahmedabad ..	1001-1500	1,24,489	1,19,401	Yes	....	....
76	S. H. High School, Dholka, District Ahmedabad	1001-1500	70,846	67,984	Yes	....	....
77	T. & T. V. Sarv. High School, Surat ..	1001-1500	1,20,184	1,23,360	....	....	Yes.
78	Haripura Sarv. High School, Surat ..	1001-1500	1,17,655	1,09,830	Yes	....	....
79	Vakharla P. J. High School, Kalol, District Mehsana.	1001-1500	86,503	80,381	Yes	....	....
(II) Nagpur Division.							
80	C. P. & Berar High School, Nagpur ..	1278	89,056	80,325	Yes	....	....
81	Dharampeth High School, Nagpur ..	1104	62,069	64,124	....	....	Yes.
82	Swavalambi Vidyalaya, Wardha ..	1001-1500	97,344	92,628	Yes	....	....
83	New High School (Main), Amravati ..	1325	1,27,861	1,26,435	Yes	....	....
(III) Rajkot Division.							
84	Sana'an Dharma High School, Bhavnagar, Gohilwad.	1001-1500	81,403	81,403	....	Yes	....
85	S. V. Virani High School, Rajkot, Madhya Saura- ashtra.	1001-1500	86,018	67,641	Yes	....	....

No information has been received.

(IV) Aurangabad Division.

APPENDIX "M".

Showing information about schools having a surplus or a deficit budget.

Serial No.	District.	Total number of recognised Secondary Schools as on 31st March 1957.	Number of Schools with a			Percentage of such schools (Col. 6) to the total No. of schools.
			Surplus Budget	Balanced Budget.	Deficit Budget	
1	2	3	4	5	6	7
(1) Old Bombay Area (comprising Poona, Bombay and Ahmedabad Divisions).						
1	Ratnagiri	54	..	6	48	88.3
2	Dangs	No Non-Government Secondary Schools.				
3	North Satara	55 (8 unaided)	13	4	32	85.3
4	Nasik	54	11	10	33	61.1
5	Sholapur	53+5. * *1 Govt. 1 Unaided 3-New Schools.	8	1	44	83.0
6	Thana	63	25	1	37	53.7
7	West Khandesh	25	5	5	15	60.0
8	Kolaba	29	..	7	22	75.0
9	Kothapur	71	8	7	56	79.0
10	Ahmednagar	48	6	3	39	81.2
11	South Satara	56	10	15	31	55.0
12	Kaira	88	18	..	70	75.0
13	Sabarkantha	27	5	..	22	81.5
14	Mehsana	83	18	..	65	79.0
15	Surat	82	..	4	78	95.0
16	Banaskantha	12	..	1	11	91.6
17	Panchmahals	27	5	..	22	81.5
18	Baroda ..	72	23	9	40	55.5
19	Broach ..	23	6	..	17	73.9
20	Ahmedabad	99	36	..	63	63.7
21	Poona	107	..	..	107	100.0
22	Bombay	319	137	58	124	38.9

APPENDIX "M"—*contd.*

Serial No.	District.	Total number of recognised Secondary Schools as on 31st March 1957.	Number of Schools with a			Percentage of such schools (Col 6) to the total No. of schools. 7
			Surplus Budget.	Balanced Budget.	Deficit Budget.	
1	2	3	4	5	6	7
(II) Nagpur Division.						
23	Yeotmal	17	9	..	8	47.0
24	Amravati	33	21	2	10	30.3
25	Wardha	44	37	..	7	15.9
26	Chanda					
27	Bhandara					
28	Akola	26	25	..	1	3.8
29	Buldhana	31	29	..	2	6.4
30	Nagpur	43	20	..	23	53.4
(III) Rajkot Division.						
31	Madhya Saurashtra.	64* *48-aided 16-unaided.	3	5	40	83.3
32	Gohilwad					
33	Halar					
34	Sorath					
35	Zalwad					
36	Amreli	12	1	..	11	91.6
37	Kutch	14	1	..	13	92.8
(IV) Aurangabad Division.						
38	East Khandesh	54	14	2	38	70.3
39	Aurangabad	No information has been received.				
40	Parbhani					
41	Nanded					
42	Bhir					
43	Osmanabad					

APPENDIX "N".

Form of Agreement for the transfer of Government buildings to private bodies.

THIS INDENTURE made the _____ day of _____
 one thousand nine hundred and fifty _____ **BETWEEN THE GOVERNOR**
OF BOMBAY (hereinafter referred to as "the Transferor" which expression
 shall, unless excluded by or repugnant to the context include his successors in
 office and assigns) of the one part and the _____ Society,
 _____ Mandal
 a society registered under the Societies Registration Act, 1860, and having
 its registered office at _____
 (hereinafter referred to as "the Transferee" which
 expression shall unless excluded by or repugnant to the context include its
 successors and assigns) of the other part.

WHEREAS the Transferor is seized and possessed of the piece of land
 situate at _____
 in the registration sub-district of _____
 in _____ District and more particularly firstly described in the
 Schedule hereunder written together with the buildings and structures standing
 thereon and all the fixtures, fittings, equipment, furniture, articles and things
 a list whereof is set out in the second schedule hereunder written.

AND WHEREAS the Transferee has requested the Transferor to demise the
 said land, buildings fixtures, fittings, equipment, furniture and other
 articles and things for a period of _____ years which the Transferor
 has agreed to do.

NOW THIS INDENTURE WITNESSETH as follows :—

1. In consideration of the rent hereby
 reserved and of the covenants and agreements on the part of the Transferee
 hereinafter contained the Transferor doth hereby demise unto the Transferee.
 All that piece of land situate at _____ within the Registration
 Sub-district of _____ District
 and more particularly
 described in the first schedule hereunder written and delineated on the plan
 annexed to these presents being thereon verged red _____ TOGETHER with
 the buildings and erections standing and being thereon and the yards and
 playgrounds thereto belonging **AND TOGETHER ALSO WITH** all rights,
 easements and appurtenances thereof **AND TOGETHER ALSO WITH** all the
 fixtures, fittings, equipment, furniture, articles and things a list whereof is
 set out in the second schedule hereunder written **EXCEPT, AND RESERVING**
 unto the Transferor all mines and minerals in and under the said land or
 any part thereof **TO HOLD**
 the land buildings, fixtures benefit of the endowments and premises herein-
 before expressed to be hereby demised (hereinafter referred to as "the demised
 premises") unto the **TRANFEE** for the term of _____ years computed
 from the _____ day of _____ 19 _____
PAYING THEREFOR _____ yearly during the said term unto
 the transferor at the office of the Director of Education, Bombay State, herein-
 after called "the Director" or as otherwise required the nominal yearly rent
 of Rs. _____ for the said land and buildings and of Rs. _____

for the fixtures, fittings, equipment, articles and things making together an aggregate sum of Rs. the said rent to be paid without any deductions whatsoever on or before the day of in each and every year AND ALSO PAYING unto the Transferor in the event of and immediately upon the said term being determined by re-entry under the proviso hereinafter contained a proportionate part of the said rent for the fraction of the current quarter year up to the day of such re-entry.

2. The Transferee for itself and its successors and permitted assigns with intent to bind all persons into whosoever hand the demised premises may come both hereby covenant with the Transferor as follows :—

(a) During the said term hereby created to pay unto the Transferor the said rent at the times on the days and in manner hereinbefore appointed for payment thereof clear of all deductions.

(b) To pay all existing and future taxes, rates, assessments and outgoings of every description for the time being payable either by landlord or tenant or by the occupier in respect of the school premises and anything for the time being therein.

(c) Not to make any excavation upon any part of the said land hereby demised nor remove any stone, sand, gravel, clay or earth therefrom except for the purpose of forming the foundations of buildings or for the purpose of executing any work pursuant to the terms hereof.

(d) To pay for the electric energy consumed on the demised premises.

(e) At the Transferee's expense to provide all electric bulbs required for use on the electric installation provided in the demised premises and to replace such of the electric bulbs as may fail, fuse, or be broken and to keep the electric installation in a clean condition by properly dusting the fans and fittings.

(f) Not to erect any building, erection or structure on any portion of the said land hereby demised without the previous consent in writing of the Director.

(g) Not to commence erection of any building or structure unless and until specifications, plans, elevations, sections and details thereof shall have been previously submitted by the Transferee in triplicate for scrutiny of and be approved in writing by the Executive Engineer, Division, or the officer of the Government for the time being performing the functions or carrying out the duties of the Executive Engineer, Division (hereinafter called "the Executive Engineer").

(h) Not to make any alteration or addition to the facade or elevation of any building or erection erected and standing on the demised land or architectural features thereof except with the previous approval in writing of the Executive Engineer.

(i) Throughout the said term at the Transferee's expense well and substantially to repair, pave, cleanse and keep in good and substantial repair and condition (including all usual and necessary internal and external painting colour and white washing) to the satisfaction of the Executive Engineer, the demised premises and drains, compound walls and fences thereunto belonging and all fixtures and additions thereto.

(j) To keep the demised premises in a clean and sanitary condition and not allow any refuse to collect in the compound and to abide by all bye-laws, rules and regulations of the Municipality or Cantonment.

(k) To use the said fixtures, fittings, equipment, furniture, articles and things with utmost care and caution and not to remove the same or any part thereof from the demised premises.

(k) (i) To manage the trust funds attached to the said school and specified in the Third Schedule hereunder written in consultation with the Director and in strict accordance with the conditions thereof and indemnify the Government against all actions and liability for any breach of trust on the part of the Transferee.

(k) (ii) Not to change the present name of the said school except with the previous consent of the Director.

(k) (iii) To take over the permanent staff of the said school and give them such scales and dearness and other allowances with such adjustments as may be prescribed by the Government for the absorption of State servants in Government service.

(k) (iv) To have, keep and maintain throughout the said term an amount of Rs. 50,000 to its credit as permanent funds for the management and the conduct of the said school and to invest the same in such manner as may be directed by the Director.

(l) To replace such fixtures, fittings, furniture, articles and things specified in the second schedule hereunder written as may be worn out or lost by substituting other of a like nature and equal value.

(m) To permit the Director, Executive Engineer, and the officers, surveyors, workmen or others employed by them or by the Government from time to time and at all reasonable times of the day during the term hereby granted to enter into and upon the demised premises and to inspect the state of repairs and condition thereof and also of the fixtures, fittings, equipment, articles and things and to make an inventory thereof and if upon such inspection it shall appear that any repairs or replacement are necessary, they or any of them may by notice to the Transferee call upon the Transferee to execute the repairs or replacements and upon his failure to do so within a reasonable time the Transferor may execute them at the expense in all respect of the Transferee.

(n) To allow the Transferor or his agents or servants to view the demised premises at any time during the day time on receipt of twenty-four hours' previous notice.

(o) To use the demised premises only for academic purposes and not to use or permit the same or any part thereof to be used for holding public meetings of a political nature or for carrying on any communal propaganda or for any purpose not connected with the activities of the school.

(p) At the Transferee's expense to maintain the garden attached to the demised premises in good condition and the Transferee shall have the right to the produce thereof.

(q) The Transferee shall not cut down, lop or injure trees or large shrubs without the written permission of the Executive Engineer and the proceeds of the sale of all trees cut down or lopped off shall belong to the Lessor.

(r) To conduct the school to be maintained in the demised premises in a proper and orderly manner to the satisfaction of the Director and so manage and conduct the same that nothing shall be done, permitted, suffered or omitted contrary to the regulations for the time being in force of Educational Department of the Government.

(s) The Transferee shall accept as final the Director's decision on any question which may arise concerning any alleged breach of clauses referred to above.

(t) At the expiration or sooner determination of the said term quietly to deliver up to the Transferor the demised premises and everything for the time being comprised therein in the same good condition in which they were on the date of the commencement of the said term (reasonable wear and tear expected) without claiming any compensation in respect of any sums expended for the repairs thereof or anything otherwise done in connection therewith.

(u) Not to assign, underlet or part with the possession of the demised premises or any part thereof or anything for the time being comprised therein without the consent in writing of the Director who may grant or withhold his consent in his absolute discretion or impose such conditions as he may deem fit.

3. The Transferor doth hereby covenant with the Transferee as follows :—

(a) That the Transferee paying the rent hereby reserved and performing the covenants hereinbefore on the Transferee's part contained shall and may peaceably enjoy the demised premises for the said term hereby granted without any interruption or disturbance from or by the Transferor or any person or persons lawfully claiming by, from or under the Transferor.

(b) That the Transferee shall have duly performed and observed the covenants and conditions on the part of the Transferee hereinbefore contained and shall at the end of the said term hereby granted apply to the Transferor for the renewal of the said term the Transferor may grant such renewal at such rent and upon such terms and conditions as the Transferor may in its absolute discretion think proper.

4. It is hereby agreed between the parties as follows :—

(a) The transferor shall keep the demised premises excluding foundations and plinth insured with the Government's Insurance Fund against loss or damage by fire to its full insurable value (excluding foundation and plinth) and the Transferee shall pay to the Transferee such additional sum in advance every year, as is equal to the premium charged from time to time by the Government Insurance Fund to the Transferor.

(b) If and whenever any part of the rent hereby reserved or any other sum due and payable by the transferee under these presents shall be in arrears the same may be recoverable from the Transferee as an arrear of land revenue.

(c) If the said rent hereby reserved shall be in arrear for the space of thirty days whether, the same shall have been legally demanded or not or if and whenever there shall be a breach of any of the covenants by the Transferee hereinbefore contained the Transferor may re-enter upon any part of the school premises in the name of the whole and thereupon the term hereby granted and the right to any renewal thereof shall absolutely cease and determine. PROVIDED ALWAYS that the power of re-entry hereinbefore contained shall not be exercised unless and until the Transferor or the Director on behalf of the Transferor shall have given to the Transferee or left on some part of the school premises a 14 days' notice in writing of his intention to enter and of the specific breach or breaches of covenant in respect of which the re-entry is intended to be made and default shall have been made by the Transferee in remedying such breach or breaches within the time specified in such notice.

(d) If the Transferee fails well and substantially to repair, pave, cleanse and keep in good and substantial repair and condition to the satisfaction of the Executive Engineer the demised premises and drains, compound walls and fences thereunto belonging and all fixtures and additions thereto, as provided in sub-clause (i) of clause (2) above, the Transferor shall be at liberty to carry out the same and recover the cost thereof from the Transferee, and the amount of such cost shall be recoverable from the Transferee, as arrears of land revenue without prejudice to other rights of the Transferor.

IN WITNESS WHEREOF the Governor of Bombay hath caused the Director of Education, Bombay State, to set his hand and affix his official seal hereto on his behalf and has/have on behalf of the Transferee set his/their respective hand/s hereto the day and year first above written.

THE FIRST SCHEDULE ABOVE REFERRED TO.

(Description of land)

All that piece of land situate at within the Taluka and registration sub-district of district containing by admeasurement square yards or thereabouts and bounded as follows that is to say on or towards the North by on or towards the South by on or towards the East by and on or towards the West by and which said piece of land bear Survey No. of the and is delineated on the plan annexed to these presents being therein verged red.

THE SECOND SCHEDULE ABOVE REFERRED TO.

(List of fittings, fixtures, equipment, etc.)

THE THIRD SCHEDULE REFERRED TO ABOVE.

(List of endowments together with the conditions attached).

SIGNED, SEALED AND DELIVERED

By

the Director of Education in the presence of—

(1)

(2)

SIGNED, SEALED AND DELIVERED

By

on behalf of the abovenamed Transferee in the presence of—

(1)

(2)

APPENDIX "O".

Showing the total number of Secondary Schools in the Bombay State during 1956-57, classified regionwise and managementwise.

Serial No.	Region.	Number of Secondary Schools under different managements					Total.
		Central Government.	State Government.	District Local Board.	Municipal.	Private.	
1	Pre-Integration Bombay State area.	6	31	1	36	1,439	1,513
2	Vidarbha		53	11*	30	284	378
3	Marathwada		72			63	135
4	Saurashtra	1	97			59	157
5	Kutch		13			14	27
Total ..		7	266	12	66	1,859	2,210

*Schools conducted by Janpad Sabhas.

APPENDIX "P".

Showing the number of training institutions in the Bombay State and number of teachers under training in them.

Region.	Year.	Number of teachers under training			Number of Training Institutions.
		Men.	Women.	Total.	
1	2	3	4	5	6
Old Bombay State	1956-57	879	361	1,240	8
Saurashtra	1956-57	43	4	47	1
Vidarbha	1956-57	203	104	307	2
Marathwada	1956-57	40	4	44	1
Total ..		1,166	473	1,638	12

APPENDIX "Q".

A SCHEME FOR RAISING FUNDS FOR ERECTING BUILDINGS FOR SCHOOLS.*School Building Corporation.*

Aim.—The purpose of this Corporation is to help the secondary schools in relieving the problems of accommodation.

Funds.—The State should float a loan from the public.

Amount.—In the first stage, the amount of loan should be limited to five crores.

Interest.—The subscribers may be guaranteed an interest of about 4½ per cent.

The school managements may be charged about 5 to 6 per cent. on the loan advanced to them.

Who would be qualified to get the loan?

(i) Managements which have proved themselves as successful organisers of A Class school and for whom construction of new building is indispensable.

(ii) The Managements should have acquired a suitable site which is approved by the State. The cost of the site should be raised by the school (The State may help the management in acquiring the site as far as possible).

(iii) New managements may be given the loan on the following conditions :—

(a) The members of the Governing body should be holding effective position in the community in which the school is proposed to be started.

(b) The management before the loan is sanctioned to them should deposit enough funds for the site of the building and for sufficient equipment for the new school.

(iv) All managements applying for such loans should deposit, with the Corporation, at least one year's interest at the rate of 6 per cent., along with the application.

Size or extent of the Loan :

The managements should be given full loan to the extent of the total cost of the proposed building, provided that the—

- (i) construction work is entrusted to a recognised contractor,
- (ii) adequate provision is made for expert supervision of the construction.
- (iii) plan of construction is approved by a committee, made up of Engineers and Educationists appointed by the Corporation.

General Conditions :

(a) The construction will be the responsibility of the management.

(b) The construction work is open for scrutiny, at suitable stage, by the experts of the Corporation.

(c) Suitable stages will be laid down by the Corporation for paying out the instalments of the loan granted to the management.

(d) The building will be utilised only for Secondary Education.

(e) The Corporation may allow the managements to use a part of the building for Primary or other educational activities after laying down suitable conditions.

(f) Maintenance and repairs will be the responsibility of the management. The Corporation may intervene in suitable manner if the maintenance is neglected by the management..

Financial conditions :

Ownership.—The owners of the building will be the management.

Mortgage.—The building will be mortgaged to the Corporation from the beginning. It will be in its possession as long as the management has not paid up all the dues on account of the loan given by the Corporation.

Instalments.—The management will, in addition to the yearly payment of interest at the rate of 6 per cent. on its dues to the Corporation, pay an yearly instalment of 1/30th of the total loan advanced to the Management by the Corporation.

Additions alterations.—Permission of the Corporation will be obligatory for all major additions to or alterations in the building and the site.

Membership of Corporation.—(a) Representatives of the subscribers to the loan.

(b) Representative of the Department of Education nominated by the State.

(c) Representative of the P.W.D. nominated by the State.

(d) A Head Master of Secondary School nominated by the State.

(e) Representatives of the Finance Department.

(f) A prominent Educationist.

(g) Two members of the Legislatures nominated by the State.

Nature of the Corporation.—A statutory body to work within the limits laid down by the State.

**NOTE OF DISSENT OF CHAPTER XIV—LEGISLATION, BY
SHRI B. M. DESHMUKH, MEMBER OF THE INTEGRATION
COMMITTEE FOR SECONDARY EDUCATION**

With due regard to the opinion of my colleagues I am constrained to submit this note of dissent.

For the maintenance of common standards and for uniformity and integration in the field of secondary education my colleagues have proposed one Board of Secondary Education for the whole State. In this process the existing Vidarbha Board of Secondary Education will be abolished. I do not agree with this proposal.

(I) The powers and functions of the Board of Secondary Education in Vidarbha have gradually evolved and grown since the first High School Education Act of 1922, Secondary Education Act, 1948 and thirdly Secondary Education Act, 1951. According to 1956 Regional Constitution Act the old Board of Secondary Education is bifurcated into two units, viz., (1) Vidarbha Board of Secondary Education, Nagpur, and (2) Mahakoshal Board of Secondary Education, Jabalpur. During the past thirty-seven years the functions of the Board and the degree of its autonomy have been positively on the increase. And at no time during those years was there any doubt about the virtues of increasing autonomy or powers of functions. This has been reflected in successive legislation on secondary education.

Very active co-operation of non-officials has been an outstanding feature of the Board and on this factor alone has its autonomy been able to face severe crisis. We look back with pride, when the then Madhya Pradesh Board because of its autonomy and non-official membership could admit and examine students rusticated by the former Hyderabad Government for saying "Vande-Mataram". Other educational bodies nearer Hyderabad could give no relief to these students. An Organization under Government control would never have been able to achieve this since extra-educational considerations very often weigh with such a form of control. Hence the necessity to safeguard the autonomy of this body.

We are also proud of the eminent men who have actively helped to raise the stature of the Board through their membership and active participation. To name only a few, the present Ministers, Sarvashri Wankhede and Tirpude of Bombay and Dr. P. S. Deshmukh at the centre were very active members of the Board of Secondary Education, Madhya Pradesh. Shri Ramrao Deshmukh and Dr. W. S. Barlingay were simultaneously Ministers of the State and members of this Board. Justice M. Hidayatullah (Now Justice of the Supreme Court, Delhi) was also a member of the Board who actively participated and drafted the School Code. Without the active co-operation

of such non-officials the Board would not have been able to produce any of the following reports :—

- (i) Reorganisation of Secondary Education, 1948.
- (ii) Implementation Committee's Report, and
- (iii) Gradation Committee's Report.

With such men of vision, initiative, and strength that only non-officials can have, the Board has always been in the forefront in matters of curriculum building, Examinations, text books etc. The Board framed diversified courses in 1946, was the first to have a Higher Secondary Examination in April 1958 and also led others in reserving 20 per cent. marks for internal assessment.

(1) Conservatives, no doubt, do remark about the wisdom of rushing in where angels fear to tread—but our experience with the Board has all along reinforced our faith in a dynamic outlook rather than being complacently absorbed in the glory of the past.

The Vidarbha Board has through the past thirty-seven years developed a personality of its own based on its vitality progressive-ness and its close association with the people it serves. The destruction of such an organically evolved democratic set-up for the vague and doubtful advantages of integration and uniformity would constitute a painful and disintegrating set.

(2) The proposed State Board is envisaged primarily as a policy making agency in the field of secondary education for the whole State. But it has all the executive functions including sanctioning of text books and appointment of Setters and Moderators. If the Board wants to remain a policy framing agency, it should be stripped of executive functions because it is common experience that between policy and execution the emphasis shifts on routine and administration and "power and control" aspect of work to the exclusion of policy making. The State Board will be a real policy making agency if it sticks to laying down broad basis of policy and taken up research work. Then there is a proposal to form Divisional Boards. Shorn of its power of framing syllabi, enunciating policy, approving books, recognising schools for its privileges, even appointing setters and moderators, it will be a mockery to call it a Vidarbha Divisional Board. It will be merely a sub-office of the Board at the Centre, mechanically carrying out its orders.

(3) I do not agree that common and uniform standards can be enforced in an examination involving over one lakh of students and thousands of Valuers and Examiners. There has been adequate research to prove that marks given by the different Examiners or by the same Examiner on different occasions differ too widely.

(4) There is also no necessity or advantage in having uniform or identical syllabi or curricula as long as they broadly follow the pattern obtaining in the country on the basis of the report of the Secondary Education Commission.

(5) In fact, I believe that there should be some variation or experimentation permitted within these limits so that we may be able to evolve a better system and make improvement in the existing syllabi and examinations.

(6) I am firmly of the opinion that such experimentation is only possible in smaller regions with Boards that are more responsive to teachers and their actual experience in the field of work. The bigger the area and more remote the control changes and modifications become difficult and at times almost impossible.

(7) I may quote the case of the Universities which are eight in number in the State which on the logic of satisfying local needs are increasing in number. And there is basically no difference between an University and a Board except for the level at which they work. If Universities elevate the cultural level of an area, the Board of Secondary Education and cultural standards in a more comprehensive manner. If Universities create healthy local interest and enthusiasm, the Boards which affect many more people directly should do so much more successfully. If the number of Universities in the State did not come in the way of common standards and degree of uniformity, there is no reason why the number of Boards should.

(8) Vidarbha Board during its past history has been very responsive to the considered opinion of professionals and those affected by its work. Its measure of popularity is an indication of the measure of its success. It covers an area big enough to run it economically, and small enough to create and sustain a corporate feeling in its institutions and many of the teachers. *The Vidarbha Board has been self-supporting and has been carrying out all its activities without any grant-in-aid from the Government.*

(9) Remote control and huge areas lead to centralization. In such a situation changes are difficult to make variety and variations within smaller and economic units help experimentation and these should be encouraged in the interest of improvement in educational standards. Local needs and problems would necessarily recede to the background in a vast area in the interest of so-called common measure.

(10) Instead of thinking in terms of uniformity, common standards and integration, it would be better to think of improvement of standards and meeting of local needs. That the Vidarbha Board working in a smaller area has created leadership in secondary education consisting of officials as well as non-officials is a convincing proof of its capacity to create interest in the population served by it.

(11) When very unwieldy units are making educational systems mechanical and hence accepting decentralization, it would not be right to move in the opposite direction, for the sake of so-called integration and uniformity.

(12) An institution like the University or Secondary Board should create interest, enthusiasm and pride in the population it serves. The community of interest amongst its teachers and public which it can create only in a small region is the guarantee of its utility and success. It will be a positively retrograde step in a democracy to abolish an educational institution like the Vidarbha Board of Secondary Education, which has been and was so close to the people it served for a long period of thirty-seven years.

(13) I am a layman, but in my sixteen years association with the Vidarbha Board, I have understood the vitality of an institution which is so very closely knitted with people it serves. When we in this country are talking of bringing all institutions closer to the people, it would be an act of faithlessness on my part to be a party to its abolition. My professional friends threw up their hands in despair when they heard of the proposal to create an examination system on a monstrous scale, and a bureaucratic machinery for framing of syllabi and sanctioning of text books for a population of five crores and all this in the interest of common standards and integration. Such a proposal can have any other basis except sound educational theory or some professional practice. The proposal to create a monstrous all-State Board on the basis of an abolished democratic institution is absolutely reactionary and fantastic in a progressive democratic State. I in my layman's moods of despair am quite sure that such a proposal if put into effect is not going to integrate anything—certainly not the minds of men. What I am sorry about is not so much the fate of the Vidarbha Board, as about the desire to set the clock back in the teeth of contrary evidence, and all for the sake of the doubtful concept of uniformity and integration.

We have already noticed in our tour of Vidarbha that people of all sections from all corners, irrespective of creed and class have unanimously pressed their demand with all the strength at their command for the retention of this Board. This very fact proves convincingly that the Board has been fully satisfying the needs of the people in the field of secondary education.

I, therefore, very earnestly recommend that the autonomous Vidarbha Board should be allowed to function as heretofore and that Divisional Boards be established on the lines of Vidarbha Board, in other parts of the State as well.

Signed) B. M. DESHMUKH,

Member,
Integration Committee for Secondary Education,
Bombay State.

Dated, Amravati the 20th February 1959.